PARTICIPANTS' PERCEPTIONS OF THE TRAINING RECEIVED DURING THE WASTE MANAGEMENT EXTENDED PUBLIC WORKS PROGRAMME IN MAMELODI

by

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DECLARATION

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am owner of the copyright thereof (unless to the extent explicitly otherwise stated) and that I have not previously in its entirety or in part submitted it for obtaining any qualification.

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March 2020

ABSTRACT

Unemployment, poverty and skills deficit remain some of the major challenges faced by the South African government to date. The EPWP is one of a myriad of interventions that the government has launched to assist in addressing the triple scourge. The programme covers all spheres of government and state-owned enterprise. Unskilled and semi-skilled unemployed people enter into productive employment whilst receiving a stipend and training to enable them to transition into the labour market or start their own entrepreneurial activities upon exiting the programme. This study explored participants' view of the training received during Phase 2 of "Vat Alles", a project in the City of Tshwane Metropolitan Municipality's (CTMM) waste management EPWP. The aim was to understand how participants perceived the training after the implementation of the new Training Framework. The new framework was intended to enhance training delivery from the second phase of the EPWP. The research was conducted within the interpretative paradigm. Focus group discussions were conducted with a purposive sample of "Vat Alles" project beneficiaries. The main findings of the study reveal that participants received training, however, the so-called "induction training" was short and introduced late into the programme. In addition, the training was not accredited and no certificates were offered after completion. The findings suggest that training in the "Vat Alles" project was not a priority for the implementing agents or the municipality. Participants confirmed that they had benefitted from the employment opportunity and the stipend that reduced the effects of poverty. However, they suggested that training should be emphasised in the EPWP to assist them to acquire skills for the labour market.

OPSOMMING

Werkloosheid, armoede en ‘n gebrek aan vaardighede bly van die hoof uitdagings wat die Suid-Afrikaanse regering tot op hede in die gesig staar. Die EPWP programme is een van die vele intervensies wat die regering geloods het op hierdie drieledige uitdaging aan te spreek. Die programme dek alle sfere van regerings- en staats-besit industrieë. Ongeskoolde en semi-geskoolde werklose persone verkry produktiewe indiensname terwyl hul ’n toelaag en opleiding ontvang wat hul in staat stel om die transisie na die werksmark te maak of hul eie entrepreneursaktiwiteite te begin by voltooiing van die programme. Hierdie studie het die deelnemers se uitkyk op die opleiding ontvang tydens fase twee van die *“*Vat Alles*”* projek in die Stad Tshwane Metropolitaanse Munisipaliteit (CTMM) se Uitgebreide Publieke Werksprogramme (Extended Public Works Programme) verken. Die doelwit was om te verstaan hoe deelnemers die opleiding ontvang gesien het ná die implementering van die nuwe opleidingsraamwerk. Die nuwe raamwerk was veronderstel om opleidingsverskaffing te bevorder binne die tweede fase van die EPWP. Die navorsing is gedoen binne die interpretiewe paradigm. Fokusgroep besprekings is gevoer met ’n doelgerigte steekproef van “Vat Alles*”* projekbegunstigdes. Die hoofbevindinge van die studie dui aan dat deelnemers opleiding ontvang het, maar die sogenaamde induksie opleiding was kort en eers laat in die programme aangebied. Addisioneel was die opleiding nie geakkrediteerd nie en geen sertifikate was aangebied na voltooiing daarvan nie. Die bevindinge dui aan dat die opleiding in die “Vat Alles*”* projek nie ’n prioriteit was vir die implementeringsagente of die munisipaliteit nie. Deelnemers het bevestig dat hulle voordeel getrek het uit die werksgeleentheid en die toelaag om die effek van armoede te beveg. Maar hul het

aangedui dat die opleiding beklemtoon moet word in die EPWP om hul by te ondersteun in die verkryging van vaardighede vir die werksmark.

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TABLE OF CONTENTS

	DECLARATION	i
	ABSTRACT	ii
	OPSOMMING	iii
	ACKNOWLEDGEMENTS	iv
	TABLE OF CONTENTS	v
	LIST OF ADDENDA	vii
	LIST OF TABLES	viii
	LIST OF FIGURES	ix
	LIST OF ABBREVIATIONS	x
	CHAPTER 1: ORIENTATION TO THE STUDY	
1.1	**INTRODUCTION**	1
1.2	**RESEARCH CONTEXT**	2
1.3	**MOTIVATION FOR THE STUDY**	3
1.4	**STATEMENT OF THE PROBLEM**	4
1.5	**RESEARCH QUESTION**	5
1.6	**RESEARCH DESIGN AND METHODOLOGY**	6
1.6.1	**Research methods, data generation and analysis**	7
1.6.2	**Research population and sampling**	8
1.6.3	**Ensuring trustworthiness of the study**	9
1.6.3.1	Credibility	10
1.6.3.2	Dependability	10
1.6.3.3	Transferability	10
1.6.3.4	Confirmability	11
1.7	**CLARIFICATION OF TERMS**	11
1.7.1	**Expanded Public Works Programme**	11
1.7.2	**EPWP beneficiaries**	11
1.7.3	**Skills development**	11
1.7.4	**Training**	12
1.7.5	**Learning**	12
1.7.6	**Perceptions**	13
1.8	**ETHICAL CONSIDERATIONS**	13
1.9	**SUMMARY**	14
	CHAPTER 2: CONCEPTUALISING EPWP AS A WORKPLACE SKILLS DEVELOPMENT PROGRAMME	
2.1	**INTRODUCTION**	16
2.2	**UNDERSTANDING UNEMPLOYMENT AND POVERTY IN THE SOUTH AFRICAN CONTEXT**	17
2.3	**PUBLIC WORKS PROGRAMME AS A RESPONSE TO UNEMPLOYMENT AND POVERTY**	19
2.4	**THE CASE FOR PUBLIC WORKS IN SOUTH AFRICA**	21
2.5	**THE EXTENDED PUBLIC WORKS PROGRAMME**	23
2.5.1	**EPWP implementation structure**	24
2.5.2	**EPWP outputs**	26
2.5.3	**The environmental and culture sector**	27

2.5.4	**Skills development as an imperative in the EPWP**	27
2.6	**CRITIQUE OF PUBLIC WORKS PROGRAMMES INCLUDING THE EXTENDED PUBLIC WORKS PROGRAMME**	38
2.7	**SUMMARY**	42
	CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY	
3.1	**INTRODUCTION**	46
3.2	**RESEARCH DESIGN**	46
3.3	**RESEARCH PARADIGM**	47
3.4	**RESEARCH METHODOLOGY**	48
3.5	**RESEARCH METHODS**	49
3.5.1	**Focus group as a method of data generation**	49
3.6	**PARTICIPANTS**	52
3.6.1	**Procedure for accessing participants**	54
3.7	**DATA ANALYSIS**	55
3.8	**ENSURING RIGOUR**	56
3.8.1	**Credibility**	56
3.8.2	**Transferability**	57
3.8.3	**Dependability**	57
3.8.4	**Confirmability**	58
3.9	**ETHICAL CONSIDERATIONS**	58
4.	**SUMMARY**	59
	CHAPTER 4: RESEARCH FINDINGS AND DISCUSSION	
4.1	**INTRODUCTION**	60
4.2	**RESEARCH FINDINGS AND DISCUSSION**	61
4.2.1	**Participant Profiles**	61
4.2.2	**Participant Qualifications**	62
4.2.3	**Recruitment and reasons for participation in the programme**	62
4.2.4	Training	66
4.2.4.1	Induction/Prior Training	67
4.2.4.2	**On-the-Job Training**	70
4.2.4.3	Exit Training	74
4.2.4.4	Recommended Training for EPWP beneficiaries	75
4.2.4.5	Benefits of the programme	77
4.3	**SUMMARY**	80
	CHAPTER 5: CONCLUSIONS AND POSSIBLE IMPLICATIONS	
5.1	**INTRODUCTION**	81
5.2	**CONCLUSIONS**	81
5.2.1	**Recruitment and reasons for participation in the programme**	81
5.2.2	**Training**	83
5.3	**POSSIBLE IMPLICATIONS**	85
5.3.1	**Possible implications for policy**	85

5.3.2	**Possible implications for theory and practice**	86
5.3.3	**Possible implications for future research**	87
5.4	**SUMMARY**	88
	REFERENCES	89
	ADDENDA	99

LIST OF ADDENDA

ADDENDUM 1	99
ADDENDUM 2	100
ADDENDUM 3	101
ADDENDUM 4	102

LIST OF TABLES

Table 2.1	**National Qualification Framework**	25
Table 2.2	**Training programmes and recommended training providers**	29
Table 2.3	**Comparison between Phase 1, 2 and 3 of the EPWP**	40
Table 2.4	**Unit Standard 119303 – Handle and dispose of waste**	49
Table 2.5	**Curriculum for National Certificate: Environmental Practice. SAQA ID Number: 49752**	49
Table 2.6	**Training days per city**	52
Table 2.7	**Training days per sector**	52

LIST OF FIGURES

CHAPTER 2: CONCEPTUALISING EPWP AS A WORKPLACE SKILLS DEVELOPMENT PROGRAMME

Figure 2.1	Poverty headcount by age in South Africa	12
Figure 2.2	EPWP Sectors in Phase 1	19
Figure 3.1	Population and sample	72

LIST OF ABBREVIATIONS

ACRONYM	MEANING
ANC	African National Congress
CJMM	City of Johannesburg Metropolitan Municipality
CTMM	City of Tshwane Metropolitan Municipality
DPW	Department of Public Works
ECD	Early Childhood Development
EPWP	Extended Public Works Programme
FTE	full-time equivalent
KZN	KwaZulu-Natal
MIS	management information system
NGO	non-governmental organisation
NPO	non-profit organisation
NSF	National Skills Fund
PWP	Public Works Programme
RDP	Reconstruction and Development Programme
SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority
SECP	Special Employment Creation Programme
SPWP	Special Public Works Programme
Stats SA	Statistics South Africa

CHAPTER 1: ORIENTATION TO THE STUDY

1.1 INTRODUCTION

Skills development initiatives are some of the strategic mechanisms used by governments to improve economic growth and citizens' employability. In South Africa, among such initiatives is the Extended Public Works Programme (EPWP) launched in 2004. The objective of the programme was to provide poverty and income relief through temporary work for the poor and unemployed participants who would undertake socially useful activities. These EPWP projects will be designed to equip participants with a modicum of training and work experience envisaged to enhance their ability to earn a living upon exiting the programme (Philips, 2004:6-7; Van der Linde & Barry, 2011:1). The public works programmes in South Africa were initially focused on infrastructure projects. However, the EPWP was expanded to include the Infrastructure, environment, social and economic sectors from 2009-2014.

According to McCord (2004:13), when the EPWP was initially designed, the national economy was understood to be made up of "first" (formal sector) and "second" (informal sector) economies. Furthermore, it was anticipated that the economy would grow and increase employment, and that people would be educated and enabled to occupy skilled employment in the anticipated growth economy (EPWP, 2004). Training was made compulsory and regarded as a central component of the work programme. Firstly, it was conceived as a means by which participants' would be empowered to move from unskilled to skilled employment, i.e. from the informal economy to the formal economy (Department of Labour, 1997:1-25). Secondly, training was used as a trade-off for remuneration. Participants' wages were

intentionally set below the minimum wage as provided in the Code of Good Practice for special public works programmes to discourage already employed workers from joining the programme (McCutcheon & Parkins n.d.:200; Van der Linde & Barry, 2011:1). The EPWP was designed in such a way that workers in the programme would learn valuable transferable skills whilst gaining much-needed work experience and receiving a stipend.

As conceptualised, the EPWP can be described not only as a workplace, but as a site of learning as well. Therefore, as a site of learning it is associated with two purposes. The first is the development of the organisation through contributing to production, effectiveness and innovation; the second is the development of individuals through contributing to knowledge, skills and the capacity to further their own learning as employees and citizens in wider society (Boud & Middleton, 2003:199). Wenger (2000:226) describes the workplace as a community of practice where people are able to develop competencies defined by that community over a period of time. As such, skills development in the context of EPWP specifically refers to the acquisition of employees' specific competencies and knowledge that would enable participants to enter formal employment or start their own businesses beyond the projects.

Employment and training for the EPWP are guided by the Code of Good Practice for Special Public Works Programmes under the auspices of the Department of Labour (Department of Public Works 2009:17). The Code provides for special conditions of employment for those employed in EPWP projects. Initially, participants were entitled to 21 days of formal training for projects of up to six months. The training included

life skills and information about education, training, and employment opportunities. For projects of a longer duration, the EPWP emphasised the use of accredited training for the implementation of skills programmes and learnerships. Amongst others, the infrastructure sector, the Department of Public Works (DPW) together with the Construction Education and Training Authority (CETA) established a labour intensive contractor learnership programme aimed at developing qualified small contractors for executing labour-intensive projects. The learnership programme entailed classroom and practical learning to enable contractor learners to gain practical work experience (*ibid*).

The economic sector was established as a cross-cutting component of the EPWP for income-generating projects and programmes to provide work experience of small enterprise learnerships and/or incubation programmes and exit strategies (Department of Public Works, 2009) It was compulsory for every EPWP participant to receive exit training to enable them to access jobs in the labour market or to start their own businesses or cooperatives (Department of Public Works, 2009:35). The economic sector was discontinued in the second phase due to programmes often overlapping with other sectors.

Although there are several studies on skills development and training within EPWPs, literature is lacking on studies focusing on EPWP Phase 2 training after the implementation of the 2012 Training Framework. The gap in literature presented an opportunity to study how training was perceived by beneficiaries of the City of Tshwane's flagship EPWP project, i.e. "Vat Alles" which was launched after the implementation of the Training Framework. This study aimed to examine

participants' perceptions of the training received on the waste management EPWP project in Mamelodi after the implementation of the 2012 Training Framework. It is envisaged that he findings of the study will add to the body of literature aimed at improving the EPWP. Girard (1999:44) asserts that measuring perceptions enables an understanding of people's awareness of situations, which can assist in the design and implementation of effective programmes.

This introductory chapter is a summary of the entire study and serves to orient the reader to the research. Firstly, the context, the motivation and the problem are presented to understand the rationale for undertaking this research study. The chapter then presents the research questions and a brief overview of the research methodology. The chapter closes with an outline of succeeding chapters to demonstrate how they are interconnected to achieve the objectives of the study.

1.2 MOTIVATION FOR THE STUDY

During the time I was contemplating furthering my studies in education and training, I started to notice men and women in orange overalls picking up litter in Mamelodi. At the back of their overalls the words 'Expanded Public Works Programme' were prominently inscribed. I was later to learn that these men and women are part of the "Vat Alles" project, a Tshwane municipality cleaning initiative aimed at keeping the city clean through the EPWP. The project was launched in May 2012 as part of the City of Tshwane Metropolitan Municipality's (CTMM) EPWP roll-out. "Vat Alles" is implemented in conjunction with the Department of Environment Affairs (DEA) under the Working on Waste initiative. Selected areas in Tshwane were earmarked as sites for the litter picking and cleaning project. The identified areas were Hamanskraal,

Mamelodi, Mabopane, Garankuwa, Centurion and the inner city (CTMM, 2012:113). At inception, the then Executive Mayor hailed the project as a job creation and skills development initiative for people in the poorest households registered on the Indigent List. Therefore, it was important to study how the promised skills development initiative was perceived by participants.

As a learning and development practitioner, an entrepreneur and environmental activist, I saw an opportunity to learn more about a community environmental improvement programme that combines three of my interests: care for the environment, reduction of unemployment through productive work, and skills improvement. The project prompted me to learn more about the EPWP and its objectives. During my initial investigation, I was encouraged to learn that over and above the government's objective of reducing unemployment and poverty through the provision of an income by the delivery of socially useful service, education and training is also regarded as an important component used to improve beneficiaries' skills to sustain them for the future. The preliminary investigation also revealed that in March 2012, the Department of Public Works (DPW) launched the EPWP Phase 2 Training Framework. The Training Framework aims to guide the EPWP sectors in the planning and management of training (Department of Public Works, 2012). The Training Framework is aligned to the National Skills Development Strategy III (NSDS III) which emphasises quality education and training (National Skills Development Strategy III, n.d:4). The framework adopted longer and sector-specific training interventions to benefit participants for and beyond the projects (Department of Public Works, 2012).

Accordingly, if the planned implementation of the NSDS III-aligned framework is geared towards the improvement of EPWP training for the benefit of participants, then an evaluation of the participants' experiences in the new regime is necessary. It is therefore important to focus on the training delivered in EPWPs and how that learning is perceived by participants. Du Toit (2005:669) advises that adequate and accredited training is required as this might enhance the quality of employment and improve participants' prospects of finding employment in the labour market.

My main goal was to explore the type of training delivered and whether the training was of benefit to the end beneficiaries as envisioned in policy documents. The second goal was to contribute to the body of research on EPWP and skills development for the benefit of the poor and unemployed, unskilled and semi-skilled that are the target of "Vat Alles" and other related projects.

1.3 BRIEF OVERVIEW OF "VAT ALLES" PROJECT

As discussed earlier, this study is focused on the participants of the "Vat Alles" project in Mamelodi. It is important to understand the project as the focus of the study. "Vat Alles" project is a waste management EPWP venture of the CTMM. The project is implemented by the city in conjunction with the Department of Environment Affairs (DEA) Working on Waste Programme. The environmental sector EPWP programmes were grouped into a number of core schemes, e.g. Sustainable Land-Based Livelihoods, Working for the Coast, People and Parks, Working on Waste, Working for Water (WfW) and others.

The CTMM participated and implemented EPWP projects during Phase 1, albeit on a limited scale. Their involvement and experience during the first phase laid the foundation for future EPWP implementation (CTMM, 2012). At the launch of EPWP Phase 2 the city had developed EPWP policy and the supporting institutional arrangements to guide execution of EPWP projects. Policies were aligned to the municipal Integrated Development Plan (IDP) to bolster EPWP outputs. Some of the policies and milestones developed for Phase 2 included:

- Approval and implementation of the CTMM EPWP Policy
- Alignment of the EPWP Policy with the Integrated Development Policy (IDP)
- Establishment of job-creation targets per department, region and city entities
- Implementation of EPWP across all departments
- Improved reporting procedures
- Continuous monitoring and evaluation
- Adoption of incentive grant.

The city also adopted the DPW 2012 Training Framework to serve as a guide to the planning and delivery of training (CTMM, 2012). A dedicated steering committee and sector coordination committees were introduced to coordinate EPWP projects within each department and across all sectors.

The CTMM Indigent Policy was also approved in 2009 and reviewed in 2012. The Indigent Policy stipulates that at least 50% of all EPWP opportunities should benefit indigent people as part of the Indigent Exit Strategy (CTMM, 2012). The Indigent Policy prescribes that participants must be:

- South African citizens with a valid bar-coded identity document;

- Residents of designated area where project is being implemented;
- Persons from indigent households; and
- In households with no income, priority must be given to one individual per household (CTMM, 2012).

The “Vat Alles” project was launched against the backdrop of a clear policy framework.

The project was launched in May 2012 in Hammanskraal, a township outside Pretoria. It was earmarked as a flagship mayoral project for job creation and skills development. The African National Congress (ANC)-led municipality budgeted R60 million for the project. The main activities included litter picking and clearing of illegal dumps. Later on, other activities were included, e.g.

- Trimming graves manually;
- Backfilling after burials;
- Tree planting, tree felling and pruning;
- Sweeping roads (soil deposits) and walkways;
- Cleaning storm-water open channel (soil deposits and household litter);
- Manning the reception area at customer walk-in centres;
- Rendering general administrative work;
- Removing illegal posters and advertisements;
- Marking shacks;
- Registering housing beneficiaries;
- Marking roads; and
- Repairing and patching roads (CTMM, 2016:113).

The CTMM committed to the adherence to the EPWP Phase 2 targets, i.e. 55% women, 30% youth and 2% of persons with disability (CTMM, 2012:25). The CTMM pledged to use community structures and EPWP policy guidelines for the recruitment of participants (CTMM, 2012). At project launch, Executive Mayor Ramokgopa confirmed that participants in the project would be contracted for longer periods to ensure poverty alleviation, reduction of unemployment and up-skilling of participants (Ngozo, 2015). The then mayor was quoted as saying that before implementation the project had embarked on a skills assessment process. The assessment process was undertaken to identify individuals' skills levels so that participants could be further equipped and empowered (Ngozo, 2015). Initially, 3000 participants were recruited on a twelve-month renewable contract to work in Mamelodi, , Mabopane, Garankuwa, Centurion and the inner city (CTMM, 2012:113).

The CTMM set aside an EPWP training budget and additional funding was sourced from the National Skills Fund (NSF) by the Department of Higher Education and Training (DHET) in partnership with the National Department of Public Works. The stipends and training costs were included in projects-costing to allow participants to attend training without loss of income (EPWP, 2012). The Mayor confirmed that in preparation for their work, participants would also receive occupational health and safety training and that exit strategies would be implemented to provide work opportunities for Tshwane metro residents who are unskilled and have no hope of getting employment opportunities elsewhere (Ngozo, 2015). Moeti (2013:91) highlighted the importance of exit training in the EPWP for ensuring that beneficiaries are empowered to make explicit choices about the occupation/Strade that they wish to enter into and the nature of education and training that they would require. The

city maintained that achievement of training targets require commitment to training plans and budgets from both municipal and provincial departments (CTMM, 2012).

Within a year, the "Vat Alles" project achieved a total of 23 500 employment opportunities and received a national award for job creation (CTMM, 2016:114*)* and was lauded by residents. A resident of Winterveldt, Sam Matjeni, was reported to have said that "Vat Alles" project not only created the much-needed work opportunities, it also reduced illegal dumping in townships. He said:

> I admire this project because, apart from creating jobs, our *kasi* (Winterveldt) now looks beautiful and clean as participants work hard to reduce the number of illegal dumping sites in the area. This project is amazing because we are all benefiting from it! (SA News, 2016).

From 2016, the administration of the CTMM was taken over by the Democratic Alliance (DA) under the leadership of Executive Mayor Mr Solly Msimanga. Upon taking over, the new mayor confirmed that the EPWP projects would continue despite changes in political leadership. The new administration renamed project "Vat Alles" to "Gata Lenna" (Walk with me). The mayor declared that the main purpose of the project was to uplift the lives of people in disadvantaged communities through work opportunities and skills training to ensure that beneficiaries become self-sufficient (SA News, 2016). On 28 September 2018, the council passed a recruitment policy framework departing from the ANC's strategy of employing the Indigent Policy guidelines. The Indigent Policy required the inclusion of at least 50% of people on the Indigent list and also set relevant targets associated with the EPWP. However, the DA adopted a new recruitment framework which targeted only

the “youth” (those between 18 and 36 years) and followed a random lottery-like selection process wherein participants were selected from a central database as a principle of good governance. The new recruitment policy required that potential EPWP participants register on a central database. Participants would then be selected randomly through an open and audited lottery-like system. Criteria for registration on the database required people:

- whose household head has less than a primary school education;
- that have fewer than one full-time person earning an income;
- where subsistence agriculture is the source of income; and
- who rely on social grants, including disability grants.

To be eligible for selection, applicants had to:

- be unemployed at the time of registration;
- be a South African citizen and reside in Tshwane;
- be of a legally employable age;
- produce a certified copy of his or her ID or, in the absence of an ID, a birth certificate, driver’s license, affidavit or proof of application for an ID;
- produce proof of residence; and
- meet the physical requirements and specifications for the job opportunity (CTMM, 2016).

Subsequently, in November 2017, the city advised that the recruitment process would be published in the wards and regions where projects were to be implemented. The recruitment drive resulted in a total of 120 000 Tshwane residents registered on the EPWP database. Previous “Vat Alles” project workers were also

encouraged to register on the database so that they would also be eligible for EPWP job opportunities. Subsequently, 3232 people were recruited during the first lottery draw and a further 1026 were recruited in the second draw. The target for employment was people between the ages of 18-36 which, according to the city, was to ensure that the youth had the opportunity to participate in the city's economy and obtain gainful work experience.

The adoption of the new lottery "Gata Lenna" recruitment format resulted in several protest actions around the city. According to a report in politicsweb on 4 January 2018, the contracts of some "Vat Alles" project participants that ended on 31 December 2017 were not renewed. It was reported that the former "Vat Alles" participants were upset and claimed that they had not been included in the selection process and were therefore excluded from the programme. In response to threats of violence and intimidation, the mayoral spokesperson, Mr Mgobozi, declared that the municipality had a duty to be fair and equitable to all unemployed people of Tshwane. According to Mr Mgobozi, the terminated "Vat Alles" participants had been benefitting for a number of years and it was time for other people to be afforded the same opportunities (SA News, 2018). Despite the challenges, to date the project still continues.

1.4 STATEMENT OF THE PROBLEM

Several studies conducted during the first phase of the EPWP have generally found the duration of most of the EPWP projects and the mandatory training short (McCord, 2004; McCord, 2005; Reddy, 2006; Samson, 2007). These studies found that the content and quality, as well as the short duration of training, did not improve

the levels of participants' skills to enable them to enter formal employment or start their own businesses as was envisaged in EPWP policy documents. As a result, the Department of Public Works (DPW) then introduced the EPWP Training Framework in 2012. The main objective of the framework was to improve the structure and delivery of training interventions. Consequently, the number of training days was increased to include more skills with credit-bearing qualifications. The impact of the 2012 Training Framework on participants' ability to exit with skills and knowledge for the labour market or to start their own businesses remains unstudied. The aim of this study is to explore the perceptions of participants during the second phase of the EPWP to gain insight as to how training was perceived in the new framework.

1.5 RESEARCH QUESTION

The Department of Public Works has implemented the training framework in Phase 2 of the EPWP to improve training delivery. It is necessary to study participants' perceptions of the new training structure. To achieve this goal, the study aimed to answer the following question:

What are participants' perceptions of the training received during Phase 2 of waste management EPWP in Mamelodi?

The following sub-questions underscore the main research question:

- How were beneficiaries recruited into the programme?
- What are participants' reasons for participation in the programme?
- What type of induction and on-the-job training did they receive?
- What type of training do they believe could be of benefit to EPWP waste management beneficiaries?

- What are the benefits of participation in the EPWP?

1.6 RESEARCH DESIGN AND METHODOLOGY

Research is basically described as a logical and systematic search for new and useful information on a particular topic (Rajasekar, Philominathan & Chinnathambi, 2013:5). A scientific enquiry in particular is a critical, purposeful and planned action with the aim of investigating existing points of reference or theories in the light of new insights (Bryman, 2012). Social scientists employ particular methods and processes to research areas of interest. This study was conducted within the interpretive paradigm in order to understand human actions and their lived experiences in their particular context (Bryman, 2012). In order to arrive at research findings, the researcher employed qualitative generation and analysis methods in line with the interpretive paradigm.

1.6.1 Research methods, data generation and analysis

Qualitative data for this study was generated through two focus groups of participants of the “Vat Alles” project in Mamelodi. The discussions were recorded with an audio recorder to allow the researcher to moderate the group effectively and to capture richer data. The recorded texts from group discussions were subsequently transcribed verbatim for analysis. The analytic and reiterative process of breaking down the text to search for codes and categories ensured that data was examined in relation to possible solutions to the questions or problems noted during the initial stage of the research process. The detailed process around the choice of research design and data generation methods and analysis is detailed in Chapter 3.

1.6.2 Research population and sampling

The population of the research study was two hundred waste management EPWP participants in Mamelodi. The sample for the study was selected from the aforesaid population. A purposive sample of two focus groups from the target population was selected for participation in the study. Purposive sampling was selected to ensure discussion free flow (Morgan, 2013:15), and to capitalise on participants' shared experiences (Kitzinger, 1995:298).

1.6.3 Ensuring trustworthiness of the study

As Silverman (2010:163) asserts, "Unless you can show your audience the procedures you used to ensure that your methods were reliable and your conclusions valid, there is little point in aiming to conclude a research dissertation". Anney (2014:271) notes that many novice researchers still use criteria suited to quantitative data to assess the rigour of a qualitative data inquiry. Thus, to ensure the rigour of findings for a qualitative study, the more pluralistic approach of using credibility, transferability, dependability and conformability as strategies to increase trustworthiness in this interpretive inquiry was employed, as suggested by Cho and Trent (2006:322).

1.7 SUMMARY

The chapter provided an orientation to the study, focused on the background of the EPWP and a brief overview of the "Vat Alles" project. The purpose of the programme as a vehicle to improve the skills of the poor and unemployed workers was discussed. Training within the programme was discussed to illustrate how it was positioned as a central component of the programme and regarded as a means to

improve participants' employability when jobs become available. Various studies in the first phase of the programme have been conducted. However, insights in how training is perceived after the implementation of the 2012 EPWP Training Framework are scant in the literature. Therefore, the problem statement and research questions were formulated to address the study. The research design and methods were discussed.

The rest of the thesis is structured as follows:

Chapter 2 is the review of the literature on the EPWP and its objectives, particularly the role of training in the quest to skill and capacitate beneficiaries for careers beyond the programmes.

Chapter 3 presents the research design and methodology, data generation procedures and data analysis processes.

Chapter 4 focuses on the elucidation and discussion of findings**.**

Chapter 5 deals with the main findings, conclusions and possible implications of the study and further research possibilities arising from the study

CHAPTER 2: CONCEPTUALISING EPWP AS A WORKPLACE SKILLS DEVELOPMENT PROGRAMME

2.1 UNDERSTANDING UNEMPLOYMENT AND POVERTY IN THE SOUTH AFRICAN CONTEXT

Fourie (2011:42) argues that the cause of poverty is unemployment, but in turn, the condition of poverty contributes to unemployment and its persistence. This dual causality makes an understanding of both concepts difficult. Literature is full of complex definitions of both terms; their clarification at this stage serves to contextualise them for purposes of this study.

According to the International Labour Organization (ILO, 1982), unemployment is characterised by a state of joblessness by people of a specific age who during the reference period are actively seeking work but cannot find employment. Hurford and Kaboub (2012:7) expand the definition and categorise unemployment as cyclical, structural and frictional. Cyclical unemployment is an absence of employment in a particular business cycle caused by lack of consumption when profits and demand for workers is less. Structural unemployment is when a demand for certain skills declines due to technological advances or changes in the structure of the economy. For example, the entry of South Africa into the competitive global market in the 1990s introduced structural changes in the economy. The mechanisation of two labour intensive sectors – mining and agriculture – and the rapid growth of the services sector led to a decline in the demands for semi-skilled and low-skilled labour, thus leading to an excess of low skills and unskilled labour in the country (McCord, 2005:563).

On the other hand, frictional unemployment occurs because of people being in between jobs, either in a market for a new job or changing from one job to another. Additionally, frictional unemployment also includes seasonal unemployment as some jobs become available only at certain times, e.g. most farm jobs being available during harvest. Hurford and Kaboub (2012:7) contend that frictional unemployment differs from cyclical and structural unemployment in that the former is characteristically voluntary while cyclical and structural unemployment ensue over a long time resulting in prolonged involuntary unemployment. It is widely accepted that unemployment is a fundamental contributory factor to individual and household poverty.

Unemployment in South Africa is characterised as chronic or structural rather than acute or cyclical and has economic and politico-historical dynamics. The phenomenon has plagued the economy for decades and has been steadily rising for the past thirty years. As per the latest poverty report, poverty is estimated to be as high as 26.7 in 2016 as per the basic-needs approach, which compares a person's or family's income to a set poverty threshold or minimum amount of income needed to cover basic needs (Statistics South Africa, 2016:7). Apartheid's generated power inequalities remain to date.

An analysis of unemployment statistics in South Africa reveals that the high unemployment crisis has a gender, racial and geographic bias (Statistics South Africa, 2016). The most affected by the unemployment and poverty crisis are black people in general, African women in particular, and black youth (du Toit, 2005:657). Figure 2.1 illustrates those most affected by poverty in South Africa. According to Stats SA (2016), most children (aged 17 years and younger), black Africans,

females, and those with little or no education are the main victims of the on-going struggle against poverty as measured by the basic-needs approach.

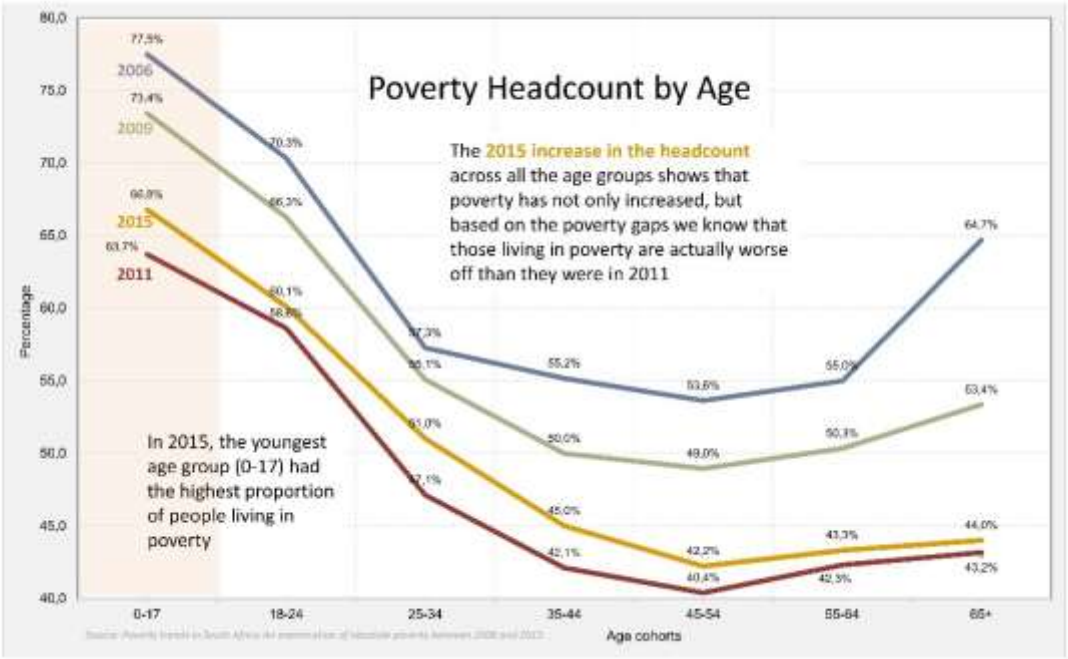

Figure 2.1: Poverty headcount by age in South Africa (Statistics South Africa, 2016)

Unemployment also appears to be higher in rural areas as opposed to urban areas where participation in employment is higher (Statistics South Africa, 2016). The OECD (n.d.) defines the national poverty rate as the ratio of the number of people (in a given age group) whose income falls below the poverty line; taken as half the median household income of the total population. In South Africa, the national poverty rate stood at 53.2% while the rural poverty rate stood at 76% in 2015 (Statistics South Africa, 2016). In Figure 2.1 the indications are that while poverty is highest amongst children (aged 0–17), poverty levels drop as one gets older; it starts to increase again from the age of 55 onwards. The poverty gap, as well as the severity of poverty, shows a similar trend to the poverty headcount for the 0–17 age group. Poverty gap values highlight that not only are children more likely to be poor

but they are also residing in households that are poor (Statistics South Africa, 2016). The above statistics are the latest available poverty headcount by Statistics South Africa posted on the official website in August 2017.

It is generally accepted that the high levels of crime and the recent social unrest experienced in most townships in the country are mostly attributed to chronic unemployment and poverty. Tregenna and Tsela (2008:117) maintain that unless South Africa solves the problem of high youth unemployment, the country will not be able to turn the tide against crime. Hence, strategies against one are actually an alleviation of both these social issues.

2.2 INTRODUCTION

The chapter explores the EPWP through some of the previous research conducted on the programme. The purpose of the chapter is to demonstrate that the EPWP was designed as a poverty alleviation programme intended to improve workers' skills and reduce unemployment through wage income and training. The history of PWPs, particularly in South Africa, is relevant to outline the background and the evolution of public works in the country. The chapter begins by clarifying the concepts of unemployment, poverty and skills development in the context of South Africa. According to Deveroux and Solomon (2006:11), the implementation of public work programmes to minimise the effects of poverty through employment creation and skills development is a global phenomenon. Therefore the discussion then focuses on the global response to the triple challenges of unemployment, poverty and skills shortages through PWPs. The background and history of PWPs in South Africa is

emphasised to highlight the importance ascribed to PWP's by successive governments, albeit producing mixed results.

Furthermore, a discussion of the subsequent introduction of the EPWP from 2004, its design and implementation follows. The EPWP is unique in that it is extended to include some non-traditional elements such as the provision of early childhood education and health services. The poverty reduction and the workplace skills-development approach of the EPWP finds resonance in several government policy and legislative directives enacted to support the successful implementation of the programme. Due to the persistent challenges of unemployment and poverty, the programme has had to be continued and is currently on its third phase of implementation. The initial implementation was scheduled from 2004 to 2009. The second phase was planned for the period 2009 to 2014. The next phase was launched in 2014 and is scheduled to run unitl 2019.

Since the significant theme of this research is training, it was important to discuss the training component of the EPWP. From its inception training was included as a central factor of the programme. It was incorporated as a means to improve participants' skills and education, thereby enabling them to enter the formal labour market or start their own businesses upon exiting. The *"*Vat Alles*"* project was chosen to explore training in the EPWP and is a flagship EPWP waste management initiative of the City of Tshwane Municipal Metro which was launched in May 2012. Waste management projects have been identified by municipalities as conduits for maintaining clean environments. Hence it was essential to discuss this project and its background and objectives. The chapter also highlights how the introduction of

the 2012 Training Framework in the second phase of the programme cemented training as a central feature of the EPWP. In conclusion, a critique of PWPs in general and the EPWP in particular is included to highlight how its design and implementation may possibly be key constraints to its successful implementation in South Africa.

2.3 PUBLIC WORKS PROGRAMMES AS A RESPONSE TO UNEMPLOYMENT AND POVERTY

Developed and developing economies often go through cycles which tend to create unemployment patterns that create economic imbalance (Kaboub, 2007:15). During such periods of fluctuation, governments are often compelled to act with funded policy initiatives to bring relief to those most affected. The often stated objectives of the PWPs are the reduction of unemployment and alleviation of poverty through the creation of employment and physical assets, mostly in labour intensive infrastructure projects. Poor, unskilled and semi-skilled workers in marginalised communities participate in infrastructure development and maintenance at a minimum wage (Costella & Manjolo, 2010:3).

Some PWPs include training to enable participants to exit with skills that will benefit them in future employment. An example is South Africa's EPWP Social Sector scheme which trains the unemployed to offer social services (building social assets) as opposed to the more conventional physical assets. Thus, PWPs serve as a buffer to mitigate the effects of prolonged joblessness. These initiatives create meaningful work while at the same time contributing to community upliftment and skills improvement for the beneficiaries (Hurford & Kaboub, 2012:15).

According to du Toit (2005:659), PWP designs suit a particular era and purpose; hence their scope, content, design and implementation will differ. Developed countries would generally implement PWPs as a temporary measure for bringing relief during a period of disruption resulting from environmental disasters such as drought, flood and hurricanes, financial crises or during frictional unemployment (Subbarrao, 2003:9). The "Professional Transition Contract" (Contrat de transition professionnelle: CTP) implemented in France in 2007 is an example of a government responding to frictional unemployment. The French government offered to finance jobs for recently unemployed professionals in the private or public sector at the same salary as their previous jobs to minimise unemployment levels and keep qualified professionals in work (Kaboub, 2007:14). Advanced economies apply PWPs as a transient solution to a temporary phenomenon.

In contrast, developing economies invoke PWPs as a long-term solution to chronic unemployment. The lack of social and physical infrastructure in developing countries presents opportunities for governments to create temporary employment that transfers income to the poor, whilst creating much needed assets (Deveroux & Solomon, 2006:10). Argentina implemented the Social Emergency Programme, which included the workfare programme (Programmea Jefes) in 2001 for unemployed heads of households with children under the age 18, disabled people or pregnant women. Programme participants earn 150 pesos to participate in community service and small maintenance activities or attend training programmes, including finishing basic education (Kaboub, 2007:15). Likewise, India introduced the long running Employment Guarantee in 1972 and similar other programmes across the country in response to acute drought (*ibid*).

In Africa, Mauritania, Senegal and Mali are some of the African countries that have implemented public works, particularly in water, road and forestry or as drought relief activities supported by the World Food Programme (WFP) and other non-governmental organisations (Von Braun, Teklu & Webb, 1992:26). Zimbabwe, Malawi, South Africa, Lesotho and Nigeria are additional African countries which implemented public works programmes (McCutcheon, 2001; Philips, 2004; Subbarao, 2003).

Proponents of PWPs argue that there are benefits associated with PWPs for governments, communities, households and individuals. Governments benefit from the reduction of social spending related to unemployment and a decline in unemployment and all ills associated with poverty (Kaboub, 2007:13). On the other hand, communities also benefit from new or upgraded infrastructure. Participation in genuine productive work and training gives individuals the skills and work experience that they would not necessarily have received elsewhere. Therefore, investment in skills development affords beneficiaries the opportunity to take up jobs in the private or public sector should they so desire (Hurford & Kaboub, 2012:13) or set up their own businesses (du Toit, 2005:661).

2.4 THE CASE FOR PUBLIC WORKS IN SOUTH AFRICA

Although the target groups, the era and magnitude of the poverty problem differed, PWPs have been one of the many key strategies employed by successive South African governments to combat unemployment, poverty and skills deficits, albeit with mixed results. The initial implementation of PWPs in the 1930s was in response to escalating poverty among “poor whites”, particularly of Afrikaner descent. Through

the auspices of the Special Employment Creation Programme (SECP) the government employed poor and unskilled white Afrikaners in infrastructure projects, e.g. laying railway lines, establishing irrigation works and forests, eradicating noxious weeds and other preferential employment schemes (Abedian & Standish, 1986:187).

Employees on the programmes received industrial training and practical knowledge through formal instruction in the workplace and by informal learning on the job (Abedian & Standish, 1986:188). The combination of work coupled with training and a partnership between the private sector and public sector proved to be effective. Subsequently, PWP beneficiaries were either absorbed into permanent government posts or employed in the private sector after adequate training (*ibid*). The combination of strategic investments in infrastructure development, education and skills development led to the eradication of the "poor white" problem by the 1950s. As a result, it is thus described as one of the most successful PWP interventions of our time (Abedian & Standish, 1985:94).

While the poor white problem was being eliminated, black unemployment and poverty had been on the increase and had reached alarming proportions by the 1980s (Mthombeni, 1996:4). The enactment of the Bantu Education Act of 1953 ensured that black people received an inferior education only adequate to serve their own people in the homelands or work as labourers under the supervision of white people. The 1951 the Native Building Workers Act and its extension in 1956 made it a crime for Africans to perform skilled building work in so-called "white" areas and reserved all skilled work in all industries for white people (Hepple, 1963:7). Fourie (2007:1272) maintains that decades of discriminatory labour practices, including an

inferior education and inadequate social and physical services, led to spiralling unemployment.

Consequently, demands for employment and a better life intensified and forced the government to react (Mthombeni, 1996:4). Once again, the government through SECP introduced several public works programmes in infrastructure development for black people in the 1980s. The total budget for the programme was an unprecedented R600 million for unemployment relief public works programmes and some skills development initiatives (Abedian & Standish, 1986:182). However, Thwala (2011:6017) argues that SECP programmes of that era were hastily implemented as a tool for political stability rather than for development. The government's efforts focused on appeasing political tensions rather than the development of the skills of the poor. Additional programmes were also implemented between 1980 and 1994. The total budget for all programmes, including other smaller projects, eventually ran into billions of rands (*ibid*) from the initial R600 million that had been budgeted (Abedian & Standish, 1986:184).

Phillips (2004:2) argues that although PWPs implemented during apartheid had provided temporary employment, they were often 'make-work' programmes; involving fruitless activities, were wasteful and did not lead to the provision of quality services. According to Phillips (2004), billions of rands were spent on non-efficient PWP with little to show of the investment. In essence, beyond the eradication of the "poor white" phenomenon in the 1950s, none of the subsequent programmes has been successful, leading to soaring unemployment amongst black people.

By the early 1990s unemployment and poverty had not abated. Consequently, the government of the day, labour, the construction industry and civil society engaged in discussions around the continued use of PWPs. The series of dialogues between 1992 and 1994 resulted in the drafting of a new framework for public works (Phillips, 2004). The new framework re-emphasised the use of labour-intensive methods of construction and maintenance. The framework agreement included the following major principles:

- employ people rather than use machines;
- involve the community in the planning and implementation of projects;
- improve services to the community;
- include training for managerial and administrative skills, as well as general education such as literacy and numeracy; and
- employ task-based remuneration (Mtshelwane, 1994:67).

The framework agreement laid the foundation for future public works to effect maximum impact on unemployment, poverty and the skills deficit. Included in the framework was a strong emphasis on skills development and training to address decades of discriminatory education practices that dated from the colonial era (Kraak, 2005; McGrath, Badroodien, Kraak & Unwin, 2004). The framework agreement was later incorporated into the Code of Good Practice for Special Public Works Programmes and the associated Ministerial Determination, which were promulgated in 2002 (Phillips, 2004:3).

Subsequently, PWPs were included in the Reconstruction and Development Programme (RDP) launched in 1994 as a mechanism for short-term job creation under the National Public Works Programme (NPWP). During the ANC policy

conference of 2002 and the subsequent Growth and Development Summit of 2003, the continued use of public works was endorsed to challenge unemployment and poverty. Based on the history of public works successes in combating white poverty and lessons learnt in the 1980s and 1990s related to public works, the ANC government believed in the inclusion of public works in the overall strategy to reduce unemployment and resultant poverty. Consequently, the novel expanded programme aimed at extending best practices was launched in 2004 with increased budgets (Department of Public Works, 2003). Hence the new EPWP became one of the key vehicles through which the government hoped to increase skills and impact on unemployment and poverty in South Africa (*ibid)*.

2.5 EXTENDED PUBLIC WORKS PROGRAMME

The launch of the EPWP in 2004 was hailed as a massive initiative, a consolidation and expansion of preceding public works' programmes. The EPWP was initially designed as a small- to medium-term strategy that offered short-term employment (experience) coupled with training to skill beneficiaries for impending employment opportunities in the expected economic growth climate (McCord, 2004:6).The new programme targeted the structurally unemployed, under-skilled and under-qualified people, particularly women, youth and the disabled.

2.5.1 EPWP Phase 1

To address this investment in social infrastructure, the government has decided that we should launch an expanded public works programme. This will ensure that we draw significant numbers of the unemployed into productive work, and that these

workers gain skills while they work, and thus take an important step to get out of the pool of those who are marginalized (Mbeki, 2003).

The above excerpt was taken from former President Thabo Mbeki's State of the Nation address in 2003. The national economy was then understood to be made up of the "first" (formal sector) and "second" (informal sector) economies (Vaughn, 2016:10). The EPWP was one of several government mechanisms designed to impact the "second" economy. The programme was designed as a short-term strategy intended to offer work experience and quality training for the unskilled and semi-skilled unemployed people from poor households.

2.5.1.1 Objective of Phase 1

The objective of Phase 1 was to create employment for at least one million people across the infrastructure, environment, social and economic sectors for the provision of public goods and services (Department of Public Works, 2003).

The infrastructure sector was the traditional sector for PWP implementation in South Africa. However, challenges identified in the health and welfare, education and environmental sectors, particularly poor basic services in waste collection, goods and services presented an opportunity to extend service delivery through the EPWP (du Toit, 2005:662). The EPWP Phase 1 was expanded to different sectors across all levels of government and novel ideas such as the social sector projects were lauded. The target for employment in all sectors was set to attract people in the following categories: 40% women, 30% youth and 2% disabled by 2009 (Department of Public Works, 2003). At inception, each sphere of government at national,

provincial and local level was tasked to budget and implement projects to meet EPWP objectives (Phillips, 2004:9). Figure 2.2 illustrates the management and reporting structures of EPWP Phase 1 across the different spheres of government.

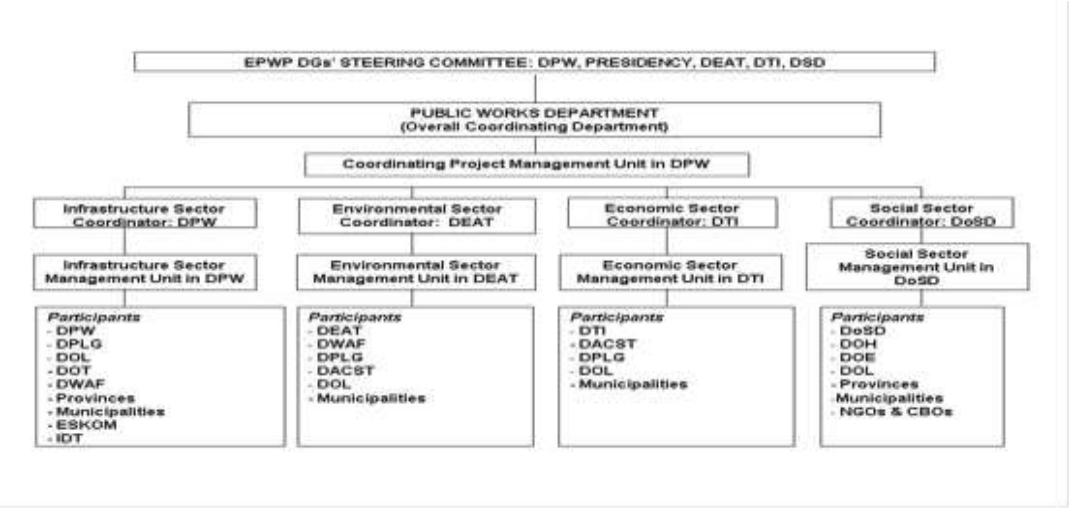

Figure 2.2: EPWP sectors in Phase 1 (Department of Public Works, 2004)

The steering community of the EPWP to which all programmes report comprises Directors General from the Office of the Presidency, Department of Public Works (DPW), Department of Trade and Industry (DTI), Department of Environmental Affairs (DEAT), and Department of Social Development (DSD). The DPW is responsible for the overall coordination of the EPWP and in turn reports to the EPWP Directors General Steering Committee and the office of the Presidency. A lead department coordinates the sectoral plans; accordingly, the DPW is also responsible for the infrastructure sector. The environmental sector is the responsibility of the DEAT, the DTI is responsible for the economic sector, and the social sector is coordinated by the Department of Social Development (DSD). The EPWP social sector is coordinated by the Department of Social Development (DSD) which

oversees the implementation of five social sector departmental programmes. Each EPWP sector offers unique employment and training opportunities for participants.

Based on the EPWP Phase 1 plan, the infrastructure sector is scheduled to provide short-term employment (experience) and training for up to 900,000 of the proposed 1.3 million work opportunities in labour-intensive methods of construction. As the traditional sector of PWPs, the numbers of planned job opportunities were higher than the rest of the sectors. According to McCutcheon & Parkins (n.d: 196), projects were scheduled to be delivered according to required standards, through mainly public sector resources and public and private sector implementation capacity. Some of the projects entailed the creation of 37 000 km of road, 31 000 km of pipelines, 1 500 km of storm water drains, and 150 km of sidewalks (Department of Public Works, 2009:28).

The objective of implementing such programmes was aimed at increasing the potential of at least 14% of public works' participants by providing work experience, training, further education and small, medium and micro enterprise (SMME) development (McCutcheon & Parkins, n.d:196). According to the EPWP five-year reports, 955 233 employment opportunities were created at the end of Phase 1 (Department of Public Works, 2009:110). Most of the work opportunities were generated through provincial programmes, e.g. Zibambele in KwaZulu-Natal and Gundo Lashu in Limpopo (*ibid*).

The social sector focused on the specialised programmes in the Community Based Care Worker (HCBCW) implemented by the Department of Health (DoH), Early Childhood Development (ECD) run by the Department of Education (DoE) and other

programmes conducted by the Social Development Department (DSD) (Department of Public Works, 2009). Programmes included the provision of school nutrition, mass literacy (reading and writing), victim empowerment, anti-substance abuse, home- and community-based care social services to vulnerable and poor communities across the country (Hemson, 2007:34). Most of the social sector programmes were implemented by non-governmental organisations (NGOs) and non-profit organisations (NPOs) due to lack of capacity within government structures (*ibid*).

The motivation for the implementation of the two components was that they were both underserviced and were considered to have the potential of drawing large numbers of unskilled and low-skilled black women into immediate work and quality training (du Toit, 2005:663). The EPWP social sector was designed so that the ECD and HCBCW programmes could work collaboratively to fulfil the employment creation and skills development mandate of the EPWP. The sector planned to create around 150 000 temporary employment opportunities in the first phase (Department of Public Works, 2009:110). At the end of the five-year period, a total of 174 366 work opportunities were created, exceeding the set target of 150 000 (*ibid*).

On the other hand, the environmental sector planned to generate 200 000 jobs combined with skills development initiatives (Kobokoane, 2007:6). The programmes were grouped into a number of core schemes, e.g. Sustainable Land-based Livelihoods, Working for the Coast, People and Parks, Working on Waste, Working for Water (WfW) and others. One such scheme is the multi-departmental WfW initiative which aimed at eradicating about one million of the twenty million hectares of land infested with invasive alien plants (IAPs) that pose many risks to the

environment and the improvement of 1 200 km of coastline (Department of Public Works, 2009:84). The imperative to remove IAPs presented an opportunity to meet sector objectives of their elimination whilst at the same time employing and training indigent people (Hough & Prozesky, 2013:2). According to the Department of Cooperative Governance and Traditional Affairs (COGTA) National Framework for Municipal Indigent Policies, "indigent" means "lacking the necessities of life" needed for people to survive, e.g. water, basic sanitation, energy supply, among others (COGTA, 2012:17). To be considered indigent, an individual must be from a household with a total monthly household income of all household members that does not exceed the joint amount of two state old-age pensions, excluding any child support grant and foster care grant (CTMM, 2012:14).

Most municipalities have been battling with service delivery, particularly their inability to adequately maintain clean environments due to several factors, including high levels of service backlogs caused by rapid urbanisation (Mbamuku-Nduku, 2012:24). As a result, EPWP projects were identified and implemented in conjunction with the environmental sector across townships and informal settlements to supplement municipal waste initiatives (Samson, 2007:248). Galeshewe in the Sol Plaatjie Municipality, the City of Tshwane Metropolitan Municipality (CTMM) (Moeti, 2013:5) and Soweto in the City of Johannesburg (CoJ) were some of the municipalities that implemented street cleaning and waste management services as part of the environmental sector initiatives (Samson, 2007:244). At the end of Phase 1, the environment and culture sector achieved the highest percentage (234%) of employment opportunities as compared to the other sectors (Department of Public Works, 2009:110).

The economic sector was the smallest sector in Phase 1 and showed evidence of cross-cutting with projects overlapping across sectors. The Economic Sector Support Programme was created to provide technical support to the DPW in creating the New Venture Learnership Programme (NVLP) for the development of Small Medium Enterprises (SMEs) through learnerships (Department of Public Works, 2009:26). The sector activities were designed as a preserve for exit strategies and to encourage those exiting the programme to start their own businesses and/or set up cooperatives (*ibid*). Gardner, Greenblott and Joubert (2005:4) define an exit strategy as a planned promotion of sustainability for a programme, which has inherent benefits for participants. The objective is to ensure that continuity is realised as opposed to discontinuity post participation. In the context of the EPWP, it is envisaged that the benefits that accrued from the programme would endure after conclusion of the projects.

The economic sectors' support programme through the NVLP planned to ring-fence selected emerging entrepreneurs by exposing them to business opportunities in the procurement of goods and services for government (Department of Public Works, 2009:27). The set target was the creation and development of 12 000 entrepreneurs in new businesses and/or cooperative income-generating activities. It was assumed that the 3000 newly created venture entrepreneurs would in turn create a further 9000 employment opportunities, together totalling 12 000. At the end of the five-year period the economic sector had created 20 51 4 work opportunities, thereby surpassing the target of 12000 and over 492 labour-intensive contracting companies had been developed across all nine provinces (Department of Public Works, 2009:30).

At the end of the five years, the goal of creating temporary work opportunities for a minimum of one million people had been achieved a year ahead of schedule (Department of Public Works, 2009:110). The overall EPWP had achieved 1.617 million work opportunities (145%) for the five-year period. All four sectors had managed to achieve their targets, with the environmental and culture sector outperforming other sectors by achieving 234% of new work opportunities (Department of Public Works, 2009:110). In terms of employment creation for designated groups, the EPWP exceeded targets for youth employment; achieving 41% against 30% target and 43% was reached against the target of 40% for women. On the contrary, only 1% of the 2% target for employing people with a disability was reached. Hemson (2007:33) argues that EPWP Phase 1 fell short on five important milestones: (i) not providing decent work, i.e. jobs not meeting the minimum standards for length of work; (ii) only 19% of the targeted training had been met; (iii) the project had spent only 59% of the allocated budget over the three years; (iv) participants' overheads and other costs were rising while wages were static; and, (v) earnings per job were declining over time.

From inception, training was placed at the centre of the EPWP as legislated in the Code of Good Practice for employment in public works. Beneficiary training was regarded as a key pillar for the success of the EPWP. Training was made compulsory and envisaged as a bridge between unemployment and employment. Hence every EPWP project is obliged by law to develop participants' skills for future employability (McCord, 2005:561). EPWP is skills development and may be regarded as sites of learning wherein participation in a project is expected to improve the education and skills of participants.

2.5.2 Notion of skills development in the EPWP

The strategy on the part of the government was to increase economic growth and improve the education system in order for the economy to create more new jobs that would exceed the number of new entrants into the labour market (McCord, 2004:13). It is widely believed that the economic prosperity of nations depends on the physical and human capital stock (Olaniyan & Okemakide, 2008:478). Education is used as a vehicle to improve the human resources necessary for economic growth and social transformation (Johanson & Adams, 2004:15). The concepts responsible for the implementation of education and developmental policies are known as the human capital theory (Olaniyan & Okemakide, 2008:478).

2.5.3 Human capital theory

Human capital theory emphasises education as a means of increasing productivity and the efficiency of workers (Johanson & Adams, 2004:16). Human capital is characterised as a set of skills/characteristics that increases a worker's productivity. According to Frank and Bernanke (2007), human capital is a combination of education, skills training, energy, intelligence, and work habits that add to an employee's value. As a result, investment in the education of people is regarded as a positive investment in human capital (Olaniyan & Okemakide, 2008:479). These authors (2008:480) further argue that investment in education increases individuals' human capital and leads to greater production for society with the potential to enhance workers' income. Proponents of human capital concepts argue that employers would pay higher wages to educated employees. It is believed that educated workers would be more useful to the organisation as they are likely to be more reliable than the less educated (Frank & Bernanke, 2007).

Governments and companies offer training to employees to enhance their skills. Training is regarded as a systematic approach to learning and development that aims to improve individual, team, and organisational effectiveness (Laker & Powell, 2011:113). Training is a component of human capital which is often associated with skills sets that are valuable for a particular industry, sector and for technological progression. In most cases governments and companies often bear a large proportion of investment in the training of employees. Training is associated with the workplace and job-related skills while formal education is more theoretical, rigid in objectives and methodology (*ibid).*

In line with the human capital theory, the South African government developed and implemented several legislative mechanisms to improve economic growth and human resources. From 1994 to 1999 education was restructured and the 18 racially-divided departments of education were integrated into one national and nine provincial departments in order to promote efficiency and democracy. Currently, the South Africa's education system is divided into three levels: basic, secondary and tertiary. The Department of Basic Education (DBE) is responsible for all schooling from Grade R to Grade 12, including adult literacy programmes. The Department of Higher Education and Training (DHET) oversees post-secondary-level education, including both academic institutions and post-secondary technical training.

Furthermore, the government embarked on the reform of workplace learning. South Africa, like many other countries and organisations, is increasingly investing in the development of workforce skills and knowledge to compete in the global economy. The promulgation of the Skills Development Act (SDA) of 1997 ensured a stronger

focus on skills development in the workplace. The purpose of the Skills Development Act is to:

- develop the skills of the South African workers;
- improve the life of workers;
- improve productivity in the workplace;
- encourage workers to use the workforce as an active learning environment; and
- assist the unemployed to enter the world of work (Department of Labour, 1997:7).

The SDA together with the South African Qualifications Act (SAQA) of 1995 led to the development and implementation of the multipronged National Qualifications Framework (NQF) Act 67 of 2008 and the Sector Education and Training Authorities. The NQF "is a comprehensive system established for the classification, registration and publication of articulated and quality-assured national qualifications and part-qualifications" (Republic of South African, 2009:5). It is designed as a mechanism to promote equity and ensure that a learner is able to flexibly progress within education, training and in their careers. It is envisaged that people who were previously disadvantaged by unfair discrimination would then be able to improve their education levels, therefore their employment prospects (Department of Labour, 1997:7). The NQF and the Skills Development Act ensured that workplace learning is promoted and encourages employers to invest in training to redress past imbalances through learning pathways.

The NQF is organised in achievable levels of learning milestones which are arranged in ascending order from an initial one to eight, and currently one to 10 as illustrated in Table 2.1.

Table 2.1: National Qualifications Framework

Levels			
Higher Education Qualification Sub Frameworks	• Doctoral Degree • Doctoral Degree (Professional)	10	
	• Master's Degree • Master's Degree (Professional)	9	
	• Bachelor's Honours Degree • Postgraduate Diploma • Bachelor's Degree	8	Occupational Certificate
	• Bachelor's Degree • Advanced Diploma	7	Occupational Certificate
	• Diploma • Advanced Certificate	6	Occupational Certificate
	Higher Certificate	5	Occupational Certificate
General Further Education and Training Qualifications Sub- Framework	National Certificate	4	Occupational Certificate
	Intermediate Certificate	3	Occupational Certificate
	Elementary Certificate	2	Occupational Certificate
	General Certificate	1	Occupational Certificate

Adapted from SAQA (2016)

The second pillar of the new skills development framework is the learnership system. A learnership is a formal workplace structured-learning agreement entered into by the learner and the company/organisation, and only an accredited education and training provider (for example, a college technical and vocation and education

training, university of technology) may deliver the training (Kraak, 2005:436). Learnerships provide participants with an opportunity to earn a stipend while in productive employment; they go through formal and informal training for a year or more to gain a qualification. Where learnerships are not implemented, the SDA requires that all skills programmes be occupationally based; registered in terms of the NQF. To ensure quality of content and qualifications, the Department of Labour (DoL) insists on the use of registered and accredited training providers who are able to offer such qualifications and enable participants to earn credits towards a qualification.

The levy-grant system became the third pillar of the skills development regime. The levy-grant system was proposed in the 1997 Green Paper on Skills Development which was subsequently approved by government in the Skills Development Act of November 1998 and the Skills Development Levies Act of February 1999. All tax-paying companies are compelled to pay the levy and must register with the South African Revenue Services (SARS) for levy-paying purposes. The payroll levy is then collected monthly by SARS with other standard taxes. These SARS collected levies are transferred from the National Revenue Fund (NRF) to the SETAs (80%) and 20% is paid into the National Skills Fund (NSF). SETAs are responsible for administering the levy grant. The 20% NSF collected funds are retained by the government to be used for strategic priorities identified by the government and the National Skills Authority (NSA) (RSA, 2001:6). The NSA is a body whose main function is the development of a national skills development strategy and the approval of the allocation of monies from the NSF as per DoL recommendations

(Kraak, 2005: 440). The EPWP is one of the strategic priorities of the South African government.

The fourth pillar is the Sector Education and Training Authorities (SETAs) which were established in 2005 in terms of Chapter 3, Section 10m of the SDA. Their role is to support the SDA by performing the following functions and duties to ensure quality assurance of all workplace training programmes and learnerships, including those offered by the EPWP, as follows:

- develop a sector skills plan;
- implement the sector skills plan;
- develop and administer learnerships;
- support the implementation of the NQF;
- undertake quality assurance;
- disburse levies collected from employers in their sector and report to the Minister of Labour and to SAQA.

Through SETA-accredited training, learners may complete a sequence of skills programmes or register for a learnership, which could lead to a national qualification in different sectors (Department of Labour, 1997).

The EPWP became one of the mechanisms through which the administration anticipated providing access to education and training to the marginalised semi-skilled and unskilled unemployed people. It was envisaged that the newly trained workforce would take up the mainly skilled employment work opportunities which would emanate from the expected economic growth (Kraak, 2005:433). Consequently, those participating in the “second” economy would then advance to

the “first” economy or start their own businesses upon exiting the programme (McCord, 2004:13). Hence the EPWP was designed as a programme that offers opportunities for the unemployed to develop their skills whilst at the same time earning an income to lessen the effects of poverty. For purposes of this study the term training is used to denote activities undertaken to develop workers’ skills.

2.5.4 Training: Phase 1

Employment in the EPWP is guided by the Code of Good Practice for employment and conditions of work for Special Public Works Programmes (SPWP). The Code of Good Practice stipulates that every SPWP must include a clear training programme that guarantees the transfer of skills by ensuring the following:

- Programme managers are aware of their training responsibilities;
- Beneficiaries receive a minimum of 2 days training for every 20 days worked;
- A minimum of the equivalent of 2% of the project budget is allocated to funding the training programme. Funds may be sourced from the project budget, the National Skills Fund (NSF) or from donors.

Every SPWP should also

- Ensure that training is sustainable through certification and that minimum of 30% of the training provided should be accredited;
- Provide a balanced quality of life, functional and entrepreneurship training;
- Provide a balance of formal training and structured work place learning;
- Equip workers with skills that can be used to secure other employment opportunities;

- Identify possible career paths available to workers exiting the SPWP (Department of Labour, 1997:8).

During Phase 1, training in the EPWP was made compulsory and regarded as a key pillar for the success of the EPWP. The training emphasised workplace training, training for exits and exit strategies in all projects. The Growth and Development Summit (GDS) (2003) suggested that EPWP training programmes might focus on the following:

- Adult basic education training (ABET);
- HIV/AIDS;
- Health and safety;
- Social entrepreneurship;
- Industrial relations;
- Vocational skills, e.g. construction and agriculture;
- Life skills;
- Entrepreneurship;
- Project management;
- Community development;
- Project-specific skills; and
- Cooperative skills (Nedlac, 2003).

The above suggested EPWP training content has different dimensions, i.e. formal and informal learning. According to Boud and Middleton (2003:197-203), formal learning occurs within organised and structured contexts such as formal education, in-company training and is designed as learning, which may lead to formal

recognition such as diploma and/or certificate. The DoL was responsible for coordinating the delivery of formal training in the EPWP (Department of Labour, 1997:9). Formal training is delivered through the various SETAs, the EPWP Training Steering Committee, which consists of representatives of the EPWP sector coordinating departments, DoL, SAQA and the SETAs that oversee training initiatives and learnerships (Atkinson & Ingle, 2016:136).

DoL proposed that participants in longer-duration projects must be offered funded skills programmes and learnerships leading to qualifications (Department of Labour, 1997: 12-14). Learnerships in the EPWP are governed by the learnership determination for unemployed learners. Contractors and EPWP project implementers could implement learnerships or conduct skills programmes through accredited training providers to enable participants to acquire qualifications. Learnerships were available and recommended as a conduit for skills development in EPWP Phase 1.

Informal learning is defined as learning occurring through daily life activities related to work, family, or leisure. This type of learning is not structured in terms of learning objectives, learning time and/or learning support. It usually does not lead to certification and is often referred to as experiential learning and can be understood as accidental learning. Individual contractors were tasked with the delivery of practical tasks related training. The proposed training process included a full briefing for all participants on what was expected from them during the project lifespan, the course details, and to allay any other concerns which they may have before commencement of work (Department of Public Works, 2004:8). This would be

followed by the Department of Labour (DoL) compulsory two days of training for every 20 days worked by public works employees *(ibid*).

Agreement was later reached between the DPW and the DoL to create a generic 14-day training course that would consist of accredited unit standards (Department of Public Works, 2004:9). The proposed on-the-job generic and accredited training included general life skills, awareness of HIV and AIDS, and labour markets and the world of work (*ibid*). According to Devereux and Solomon (2006:30), the combination of hard technical skills and soft-skills adopted in South Africa's EPWP is a best practice that ought to be replicated in PWPs elsewhere with due consideration of local contexts.

The 8-14 training days suggested for the EPWP Phase 1 were too short for a learnership to be completed successfully. At least a one-to-two-years learnership is more appropriate to achieve the qualification. Learnerships were implemented in some projects across sectors with different results. In the infrastructure sector, the joint Department of Public Works (DPW) and the Construction Education Training Authority (CETA) implemented the intensive Vuk'uphile Contractor Learnership Programme which was modelled after the successful Gundo Lashu Programme in Limpopo Province (Department of Public Works, 2009:29). The infrastructure learnership was designed as a cross-cutting programme managed in the economic sector which was a sanctuary of exit strategies in Phase 1. The SETA registered a two-year full-time learnership towards a "New Venture Creation" NQF Level 2 qualification comprised of both classroom and practical on-the-job training (Department of Public Works, 2009:35). The supervisors went through the NQF

Level 4 qualifications. Implementation of the Vuk'uphile Contractor Learnership Programme required provincial departments and municipalities to enter into an agreement with the DPW and CETA (*ibid*).

The learnerships were scheduled for a total of 36 000 person-days of training. The DPW offered mentorship, and CETA funded training providers and provided quality assurance on completed training. According to the EPWP Five Year Report 2004-2009, 3000 learners participated in the funded learnerships to become new small-medium enterprise owners (Department of Public Works, 20019:30). In addition, over 492 labour-intensive contracting companies have been developed across all nine provinces in the Labour-intensive Contractor Development programmes (Department of Public Works, 2009:37).

The EPWP social sector was envisioned as an opportunity to develop the skills of volunteers who worked in the Home and Community Based Care Worker (HCBCW) and Early Childhood Development (ECD) programmes (Phillips, 2004:10). The HCBCW programme was intended to lay the foundation for the Community Health Worker programme which aimed to supplement the AIDS-related hospital care (*ibid*). Community Development Workers (CDW) were also employed and trained in poorly resourced areas to provide health and other social services in their communities (Kraak, 2005:434). The plan was that community caregivers would be enrolled in NQF Level 1 through to child and youth care workers, community health care workers and auxiliary social care workers at NQF Level 4 with exit strategies identified at each level.

With regards to ECD, the government planned to skill a great number of practitioners and develop their capacity to generate income whilst improving the care and learning environment of children between the ages of 0-6. Four classifications of workplace opportunities and qualifications were identified for ECD practitioners from NQF Levels 1, 4 and 5 qualifications and Levels 2 and 3 skills programmes. Additionally, opportunities were available for parents to be trained as peer educators/play group facilitators to support child care activities in ECD centres. Subsequently, 144 569 training opportunities were opened for the development of intermediate and high-level skills. However, the sector experienced some challenges regarding the delivery of training.

In some instances, the departments struggled to access the National Skills Fund to pay for training. As a result, it was difficult to meet targets and eventually only 86 741 of the 144 569 training opportunities were provided. In addition, the 86 741 training opportunities provided included instances where individuals accessed more than one training opportunity. According to du Toit (2007:669), in most cases, the training in the sector was general and unrelated to individual needs or improving service quality, except for programmes such as the ECD where participants were required to follow a set course or standard training programme. However, Meth (2011:20) contends that the social sector was the only area where most beneficiaries were more confident that the training received on the projects would enable them to obtain other work.

The environmental sectors' key aim in Phase 1 mirrored the goals of the EPWP of creating work opportunities and building capacity for marginalised people in the

'second economy' to enable them to participate in the so called 'first economy' (Department of Environmental Affairs, n.d.: 5-10). The sector planned to offer training to the tune of 2 million training days in programmes such as Working for Water, Working for Wetlands, Working on Waste and Working on Fire. The planned training involved the delivery of 5000 learnerships and/or skills programmes linked to exit strategies. The sector also planned to capacitate profit and non-profit organisations, particularly emerging contractors to engage in labour-intensive methods of production. At the end of Phase 1 a total of 467,785 work opportunities had been created and 1 065 694 training days, including 3115 learnerships, completed plus 4461 emerging contractors trained in labour-intensive methods of construction (Department of Environmental Affairs, n.d.:5-10).

Table 2.2 includes training and learning paths that were made available for the different type of projects and the appropriate training provider for each type of learning programme. Exit training was included for projects that are exiting beneficiaries (Department of Public Works, 2009:22).

Table 2.2: Training programmes and recommended training providers

Project category	Proposed learning path/programme	Proposed training provider
Short term (less than 12 months)	• Dual purpose programmes • Short skills programmes • Public bodies internal training and capacity building initiatives	Accredited providers
Medium term	• SETA registered skills programmes	Accredited providers

12 months to 2 years)	• Medium duration skills programmes	
Long term/on-going (2 -3 years)	• Accredited training interventions e.g. Learnerships • Skills programmes	Accredited providers
Exit training	• Vocational & occupational programmes e.g. ○ ABET ○ Trades/apprenticeships ○ Learnerships ○ Accredited skills programmes	Accredited FET Colleges and HET institutions Accredited providers and accredited trade test centres

Adapted from DPW (2009)

2.5.5 Analysis of EPWP Phase 1

Several research studies were conducted in EPWP Phase 1 to determine the outcomes of several aspects of the EPWP, particularly as it concerns training and related questions of this study. McCord (2004a, 2004b, 2005, 2008) undertook a series of ground-breaking research initiatives to evaluate different aspects of the EPWP. The EPWP was conceptualised and designed as a short-term instrument for temporary job creation and training for employability. However, McCord (2005:562) contends that EPWP Phase 1 was not an appropriate solution to the chronic nature of the unemployment situation in South Africa. According to McCord (2005:581), the short period of employment and limited training in most EPWP projects is not adequate for the acquisition of skills required in the South African economy, particularly in the infrastructure sector. McCord (2005:572) argues that the design of

the EPWP is an inappropriate instrument for tackling long-term unemployment and the skills deficit. McCord (2005:4) advocates for large-scale public sector employment programmes that would offer employment guarantees and sustained employment.

With regards to training, McCord (2004a) argues that most beneficiaries were offered DoL prescribed content which focused on life skills and HIV/AIDS awareness and other soft skills. The practical aspects of on-the-job training tended to focus on low skills that are not in great demand in the job market. McCord (2005:565-572) further argues that the impact of training on some of the programmes was so low that participants did not even know whether they had received the training or not. Ndoto and Macun (2005:34) assign this lack of recognition of training to the fact that workers did not receive any form of certification. According to Atkinson and Ingle (2016:145), certificates are tangible proof that training was completed and also instills a sense of pride and achievement for participants. Certificates further serve as valuable evidence to present to prospective employers (*ibid*).

Despite some identified programme weaknesses, McCord (2004: 54-59), however, found the EPWP to have positively impacted the lives of participants in the two EPWP programmes studied in KwaZulu-Natal (Zibambele) and Limpopo (Gundo Lashu). In both studies, it was found that the programme had brought considerable improvement in the lives of participants in the following ways:

- The stipend allowed participants to buy groceries, clothing for themselves and children, thereby lessening the impact of poverty.

- Being able to feed their families nutritional food that they could not previously afford had a huge impact on their lives as children were able to go to school adequately fed.
- As a result of the stipend and the ability to eat better, their children were able to attend school regularly. This had a positive impact on the education of the children.
- The overall impact was the acquired dignity that working had on participants as they were able to participate in community activities with confidence.

Reddy (2006) conducted a case study research on a WfW project in Soshanguve on lessons learnt from a public works programme on skills development. The study employed qualitative methods of data generation to illicit the views of different levels of employees on the project. Interviews were conducted with a total of 21 workers employed in the Soshanguve Wetlands Project, as follows:

- 14 end beneficiaries
- 2 supervisors
- 4 contractors
- 1 project manager, plus
- Interviews with officials of various key departments (Reddy, 2006:8).

Reddy (2006:54) found several constraints that impacted the successful implementation of training during the project lifespan. Some of the challenges were as a result of integration difficulties that existed between the various planning and implementing role-players (Reddy, 2006:55). Reddy (2006) established that project officials found it difficult to schedule and implement training as production was

prioritised over training. Secondly, where training was scheduled, end beneficiaries were unable to benefit due to high levels of illiteracy. According to Reddy (2006:34), the benefit of training could only be enjoyed by participants who had had primary or high school education or general literacy as opposed to those who were illiterate. The complications ultimately impacted negatively on training delivery; consequently, the training was rendered ineffectual. The main conclusion of the study indicated that there was very little evidence to suggest that the skills acquired from working in the wetlands project culminated in beneficiaries being more employable (Reddy, 2006:ii).

In another study Samson (2007) evaluated two public works projects in the waste management sector on participants' employability after exiting the programme. The Zivuseni projects focused on the provision of street cleaning services in Soweto, a township south-west of Johannesburg. Samson (2007:280) interviewed workers of the Zivuseni and the Galeshewe EPWP projects. A total of 258 community members were engaged for a period of three months for waste picking and cleaning of illegal dumping sites (Samson, 2007:271). At contract termination, the workers were replaced by another batch that was also contracted for three months. The study found that only 19% of the Zivuseni project recipients had received training and the Galeshwe project beneficiaries had received no training at all. Similar to the McCord (2005) study, Samson (2007) also found that the little training received on the Zivuseni project was not geared to improve beneficiaries' skills to match the requirements of the labour market. Samson (2007:11) concludes that instead of elevating beneficiaries from the second economy to the first economy, both the Zivuseni and the Galeshewe projects "contributed to the creation of inferior, second-

economy working conditions for new layers of waste management workers relegated outside other spheres of formal employment".

Mayombe (2009) conducted a research study which focused on: "An Evaluation of the Implementation of Construction Learnership in the Expanded Public Works Programme: A Case study of Ethekwini Vuk'uphile I, KwaZulu". Mayombe obtained data for the study through the use of survey design using questionnaires to illicit both quantitative and qualitative (or triangulation) to examine the effectiveness of the implementation of the eThekwini Vuk'uphile I learnership programme. A variety of key stakeholder views were sought in the process. The study established that the infrastructure learnerships proved to be successful in developing beneficiary skills. A total of 87.5% of study participants who were previously unemployed had found employment after six months. Mayombe (2009:81) predicted that at least 47% of the unemployed would get jobs after the eThekwini Vukuphile one-year learnership programme. A total of 17.6% (3 out of 17) beneficiaries owned construction companies and were able to bid for constructions jobs. A further 11.8% were immediately employed; some 5.9% were employed after three months and another one (5.8%) was employed after five months. The remaining 5.9% (one out of 17) were finally employed after a year (Mayombe, 2009:82). However, McCord (2005:571) argues that learnerships were preserved for only a small minority of EPWP participants; whereas for the majority of the unskilled workers, the training options were far more limited. Learnerships proved most successful in the social sector ECD programmes (du Doit, 2011:662) and some infrastructure programmes (Mayombe, 2009:74).

Mangoale (2009) conducted a study to evaluate the process followed in the employment of target groups, i.e. the youth, women, and people with disabilities on the implementation of skills development programmes for the WfW project in Mamathola and Great Letaba. The key findings of the study reveal an absence of consistency with recruitment processes for the target groups. Mangoale (2009:163) confirms that the work opportunities were advertised widely in the local newspapers; i.e. on the radio, in community meetings and local forums. However, the database for potential participants was not used procedurally as there were no defined selection and interview processes (*ibid)*.

The study also reveals that targets for female contractors, male peer educators and persons with disabilities were not achieved due to limited community participation and disregard for recruitment processes and procedures (Mangoale, 2009:164). In terms of gender, the data revealed that there were more male contractors than female contractors, however, there was an overachievement of targets for females in the peer educators and general worker categories. The youth target was also achieved; however, there was no report available for people with disabilities for contractors and peer educators. The only job category reported with people living with disabilities was the general workers at 3%. With regards to training, Mangoale (2009:77) discovered that the majority of participants (92%) who evaluated the project on completion agreed that the training had been useful. Nearly all beneficiaries (96%) believed they should have input in the type of training they ought to receive based on their individual needs.

Another research project was conducted by Gixwa (2011) to examine what and how workers learn in an environmental skills programme of an EPWP project in the Eastern Cape. Gixwa's (2011:iii) study concluded that learning did take place; however, more emphasis was placed on soft skills ("social and learning skills, and values and attitudes") rather than on the practical workplace-related skills. The focus on non-technical skills meant that participants did not learn any workplace related skills that would have made them more employable. The findings of the studies are consistent with observations made by McCord (2005:563) who also found that EPWP training generally covered soft skills on topics such as first aid and HIV/Aids, and not the essential high-level technical skills required in the labour market. Giqwa (2011) concludes that EPWP policy and practice relating to training are not always aligned and the complexities, ambitious assumptions and contextual factors make the delivery of EPWP training challenging.

Lieuw-Kie-Song (2009:14), the former Chief Director of the EPWP, shared the following key challenges from EPWP Phase 1 training and proposed that combining job creation and adequate training strategies was extremely difficult, especially at a large scale because:

- Beneficiaries had vastly different backgrounds;
- It was impossible to plan and deliver training for all workers with diverse educational backgrounds and needs;
- Poor Institutional arrangements with different departments had been responsible for training.

Lieuw-Kie-Song (2009:14) contends that the challenges were due mainly to lack of capacity in most public bodies. McCord (2005:575) maintains that capacity constraints have a potentially negative implication for the EPWP which needed to be addressed. According to McCord (2005:576), training delivered on most EPWP projects did not take cognisance of beneficiaries' training needs or the demands of economic skills.. McCord (2004b:65) proposed the following changes to the design of the EPWP to impact beneficiaries:

- Consider employment on multiple construction projects for increased impact;
- Target the poorest if the desire is to minimise poverty;
- Target mainly the youth if the programme wants impact on labour market performance, if training is linked with employment potential;
- Coordinate with other developmental initiatives to promote savings, microenterprise and informal employment.

Although the target of employment creation was achieved ahead of time, criticisms against the programme have also been many, details of which will be discussed at a later stage. In summary, McCord (2005:5) maintains that the EPWP policy must be assessed as well as its potential impact in addressing the inconsistencies in the programme. Thwala (2011:6019) suggests that public works policy changes need to be effected from being regarded as relief, emergency and 'special', to a public works programme as a long-term structured employment-generation programme. According to Meth (2004), the South African economy needed to create approximately 3.6 to 7.7 million additional jobs in order to meet MDG objectives of halving employment by 2014. In addition, Gixwa (2011:136) suggested that EPWP projects must implement a longer term training framework that allows for the

implementation of full qualifications so that participants may benefit more from a robust training programme that considers “employability skills”.

By 2009, high levels of unemployment and poverty remained challenging issues in South Africa. The EPWP continued to be one of government’s most significant interventions against the persistent twin challenges. Approval for continuation of EPWP into Phase 2 was granted

2.6 EPWP PHASE 2

Former President Kgalema Motlanthe declared in the SONA address of February 2009:

> As part of the contribution to the income of the poor, the target for 1 million work opportunities through the Expanded Public Works Programme was attained in 2008, a year earlier than envisaged in the 2004 electoral mandate. This has created the possibility to massively expand this programme and improve its quality (Motlanthe, 2009).

This quotation of former President Motlanthe was a commitment by the South African government to continue with the EPWP. The second phase was launched and scheduled to run from 2009 to 2014.

2.6.1 Objective of Phase 2

The objective of Phase 2 was to create 2 million FTEs or 4.5 million work opportunities for the poor and unemployed in order to contribute towards halving

unemployment by 2014 through the delivery of public and community services (Department of Public Works, 2012).

The second phase of the EPWP was a continuation of the first phase; however, changes meant to strengthen the programme and improve delivery were affected. The first major shift in the conceptualisation of EPWP Phase 2 was the government's New Growth Path policy (2010) which broke with the "first" and "second" economy paradigm. Phase 1 was based on the notion of two disconnected economies which led to the strategy of connecting the second economy to the first. By contrast, the focus in Phase 2 was linked to greater unemployment in the mainstream economy (Vaughan, 2016:11). The primary focus on this phase was the creation of jobs as opposed to emphasis on training people for employability and starting own businesses, as was the case in Phase 1. Consequently, instead of emphasising exit strategies that placed importance on job market opportunities, prominence was placed on enterprise development (Mabuza, 2014).

Secondly, the structure of EPWP changed and included the following sectors in Phase 2: infrastructure, social, environment and culture and the non-state sectors. The non-state sector was introduced to replace the cross-cutting economic sector. The environmental sector was bolstered to include the culture sector. Thirdly, the Provincial and Municipal EPWP Incentive Grants were initiated. Fourthly, the conceptualisation and design of training also shifted. In addition, a national minimum wage was introduced. All spheres of government, coordinated and led by the National Department of Public Works (NDPW) were expected to work collaboratively

to achieve set targets through their budgets and mandates (Department of Public Works, 2009:9).

In order to contribute towards halving unemployment, EPWP Phase 2 was scaled up to increase the number of participants and extend beneficiary participation with emphasis placed on longer term and more stable employment (Lieuw-Kie-Song, 2009:17). The total of 4.5 million job opportunities and 2 million full-time equivalent (FTEs) were planned to be created for the delivery of public and community services (Department of Public Works, 2009). The work opportunity concept of Phase 1 was also replaced by the FTE notion. A 'work opportunity' is the average number of days worked by an individual worker, whereas an FTE equals the number of work opportunities divided by 230 working days in a year (Vhaughan, 2016:7). Priority for participation was given to women at 55%, from the previous 40%. Then targets for youth and people living with disabilities stayed the same at 30% and 2% respectively. A substantial number of employment opportunities were planned in the infrastructure (2 374 000 work opportunities and 900 000 FTEs) and environmental and culture sectors (1 156 000 work opportunities and 350 000 FTEs) (Department of Public Works, 2009:9).

The non-state sector comprised community work programmes and NPOs which were introduced to drive a possible increase in demand-driven, labour-intensive employment in the EPWP (Department of Public Works, 2012:4). Phase 2 also placed greater emphasis on implementing more projects in the environment and culture, and social sectors, which were identified as having a greater potential of including more women and increase labour intensity. The economic sector was

discontinued due to its lack of impact and the fact that its programmes often overlapped across other sectors in the first phase (Human Sciences Research Council, 2007:xii). In its place, the Enterprise Development Directorate within the EPWP was established within all sectors to encourage the promotion and the development of small businesses and/or cooperatives (Department of Public Works, 2012:14).

The EPWP budget was increased, and the Intergovernmental Fiscal Wage Incentive was introduced to reinforce achievement of targets. The incentive was intended to encourage increased adoption of labour-intensive methods and approaches. Any additional costs that public entities might incur as a result of increasing the intensity of labour in projects would be covered by the incentive (Department of Public Works, 2009:142). The funds allocated to assist with the mobilisation of provinces and municipalities to drive the growth of programmes and the expansion of work duration amounted to R4.2 billion (Department of Public Works, 2009). The wage incentive was also made available to the environmental and culture, social sectors and to the NPO sector to maximise employment creation for their EPWP outputs. Provinces and municipalities entered into formal agreements with the Minister of Public Works and committed to a set of mutually agreed upon targets (Department of Public Works, 2009:139). Subsequently, most municipalities signed the Protocol Agreement between the Executive Mayors and the Minister of Public Works in Phase 2 (*ibid)*.

Monitoring and evaluation of EPWP Phase 1 was one of the highlighted weaknesses of the programme (Meth, 2011:11). The Department of Public Works (2009) confirmed that better quality monitoring and evaluation (M&E) systems had been

adopted to improve data quality and monitoring of the programmes' effectiveness. The web-based system used in Phase 1 was upgraded and the Integrated Reporting System (IRS) was introduced. Implementing bodies were obliged to set their sector targets and report their progress for every financial year (*ibid*). Dube (2013:74) contends that effective monitoring of projects ensures that ministerial determinations are being followed and that targets are constantly checked to ensure compliance.

Most programmes that were initiated in the first phase continued in Phase 2. Some notable examples included the environmental and culture sector flagship, WfW, Working for Wetlands and Working on Fire programmes. The social sector continued and planned to grow the ECD and the HCBC programmes, whilst the infrastructure sector continued with the Zimbalele programme in Kwazulu-Natal and the Vuk'uphile programme, amongst others. New programmes were introduced in Phase 2, e.g. the Investing in Culture and the Working for Energy programmes in the environment and culture sector. The Gauteng provincial government together with the Department of Education identified a series of challenges in schools, such as lack of support for learners on homework, lack of safety at schools, plus many learners not physically or creatively active after school hours. As a result, the school nutrition programme was introduced and homework and sport supervisors (for Grades 1-3, 4-6 and 7-12) were recruited in conjunction with the social sector to support educators in schools (Department of Public Works, 2014:14). Ultimately, 8 200 EPWP participants were employed in 911 schools as homework and sports supervisors on a half-day basis from 2011. In addition, a further 5052 work opportunities for safety and security personnel at 1263 schools were created (ibid).

In terms of targets, the infrastructure sector, which is the traditional public works sector in South Africa, was allocated 2 374 000 WOs and 900 000 FTEs, which was the highest target for employment creation of all sectors. Most infrastructure projects continued to be implemented by the provinces and municipalities. The environment and culture sector was scheduled to deliver 1 156 000 WOs and 350 000 FTEs. The social sector planned 750 000 W's and 500 000 FTEs, whereas the new entrant, the non-state sector, was allocated a target of 640 000 WOs and 280 00 FTEs (Department of Public Works, 2012).

Given the numbers, roughly three million unemployed people were scheduled to participate in the infrastructure and environment and culture sectors as projected. In essence, Phase 2 emphasised the creation of FTEs and work opportunities, supported by clear political and administrative accountability regarding job creation from all spheres of government. The wage incentive was included to scale up EPWP across sectors and government entities. The introduction of the non-governmental sector was intended to bolster labour intensity and increase EPWP delivery capacity. Meth (2011:29) argues that the planned WOs in Phase 2 were in relatively low-skilled jobs with their duration averaging 87 in the infrastructure sector and 70 in the environment and culture sectors. The proposed working duration in both sectors means that the promised longer employment period would not be realised if the work duration was still low.

At the end of Phase 2, 4 071 292 work opportunities had been created out of the targeted 4500 million and 1 147 699 of the 2 million FTEs were created nationally in the EPWP. The WOs and FTEs were as a result of the implementation of 7916

projects delivered in Phase 2. Although the infrastructure sector had the highest number of planned WOs, the sector achieved the lowest in terms of WOs created at only 69; 39% and managed to create 469 206, 51.93% FETs against the 903 478 target. On the contrary, the non-state sector, exceeded their WO target of 640 000 to create 740 049 WOs, although their allocation was the lowest. The non-state, social, environmental and culture sectors and municipalities all exceeded the employment creation targets across national, provincial and non-state sectors (Mkhatshwa-Ngwenya, 2016:130).

The social sector was able to exceed WO targets, apparently owing to the "labour intensive" nature of the sector jobs. Although WO targets were exceeded in social sector, FTE targets were not met due shorter employment duration (Mkhatshwa-Ngwenya, 2016:131). On the other hand, the environment and culture sector created 70.73 % WOs and was the highest in creating FTEs at 72.28 % (ibid). The Cooperative Sub-Programme of the newly established Enterprise Development Directorate established 60 cooperatives throughout the country (Vaughan, 2016:125). Although a number of projects increased in Phase 2 and some changes were made to improve the programme, challenges in the implementation and delivery of projects and training persisted in Phase 2.

2.6.2 Training in Phase 2

The structure of the EPWP changed from Phase 2. Training remained critical but not mandatory for all projects as was the case in Phase 1 (Department of Public Works, 2012). Focus was placed on longer-term employment and the training strategy moved towards targeting at the sub-programme level and made specific for

maintaining service standards and/or to enhance skills that would enable people to perform their duties (Lieuw-Kie-Song, 2009:17). Furthermore, exit strategies and training for exits were made optional (*ibid*). The Department of Public Works launched the Training Framework in March 2012 as an instrument to guide the EPWP sectors in the planning and management of training in Phase 2. It extended training to project officials and implementers to improve their management and implementation competencies (Department of Public Works, 2012:9-12).

During Phase 1 every EPWP project was compelled to allocate a minimum of 2% of the project budget to training (Department of Labour, 1997:8). However, during Phase 2 the EPWP was awarded limited funding to the tune of R369 million in 2010 to implement short courses, learnerships, and develop artisans from the Department of Higher Education and Training (DHET) through the National Skills Fund (NSF) and also from the SETA discretionary grants (Department of Public Works, 2014).

The Training Framework guidelines focus on:

- Targeting project-specific outcomes
- Accrediting training that leads to a qualification
- Prioritising technical skills (skills for performing tasks) and minimal soft skills
- Prioritising longer training interventions (Department of Public Works, 2012).

The purpose of training is stated in the Framework as: “to produce skilled workers who would be efficient and effective in projects and to enhance beneficiary placability upon exiting from projects” (*ibid)*.

The training model proposed in the Framework includes three phases of training delivery aimed to empower beneficiaries with competencies required for work and for post- project needs. The following process of training delivery was proposed.

Prior Training: The new Training Framework refers to prior training that beneficiaries ought to receive before the commencement of any project to create a pool of skilled workers required for a particular project. The suggestions are that upon contract sign-off, the beneficiaries would be recruited and then receive an intensive orientation programme as most seemed not to have understood the primary objectives of the EPWP. The EPWP Youth National Skills Programme induction training is one-to-five days which includes:

- understanding self as an individual
- understanding one's strengths and weaknesses
- understand the nature of the project
- how to behave on site
- understanding work
- understanding areas of development (Department of Public Works, 2018).

2.6.2.1 On-Site training (On-the-job-training)

The new Training Framework also refers to on-site training that beneficiaries must receive during a project's implementation. On-site training refers to a theoretical, practical and workplace component delivered during project implementation. The suggested on-site training includes theoretical, practical and workplace components which must be undertaken to enable beneficiaries to acquire and apply skills immediately on the job (Department of Public Works, 2012:9-12).

The National Certificate in Environmental Management which bears 134 credits is one such qualification. For instance, an unskilled and/or semi-skilled EPWP waste management participant may begin the learning path with unit standard 119303-Handle and Dispose of Waste which bears twelve credits. A participant may proceed to acquire additional credits towards a National Certificate in Environmental Practice, and if they further their studies, they may acquire the National Certificate in Environmental Management as indicated in Table 2.5. To ensure quality of content and qualifications, the Department of Labour insists on the use of accredited training providers who are able to offer such qualifications. Below is the entry level unit standard that participants can follow in a short-term project. Table 2.3 shows the curriculum for National Certificate: Environmental Practice.

Table 2.3: Unit Standard 119303, Handle and dispose of waste

UNIT STANDARD: 119303: Handle and dispose of waste NQF level 1: 12 credits
PURPOSE OF THE UNIT STANDARD In order for me to perform effectively in the field of environmental science, environmental management and waste management, I will be able to: • Identify, categories, collect, handle and dispose of different types of waste Use appropriate terminology to describe waste related issues I will also know and understand: • How waste interrelates with the environment • The importance of working safely with due care for the environment and the health and well-being of myself and others
SPECIFIC OUTCOME 1 Demonstrate an understanding of what waste is and how it interrelates with the environment.

SPECIFIC OUTCOME 2 Identify and describe the concepts and principles of waste management. **SPECIFIC OUTCOME 3** Identify and describe the sequence of steps required in the waste management process. **SPECIFIC OUTCOME 4** Recognise and respond appropriately to special waste. **SPECIFIC OUTCOME 5** Apply waste management principles and procedures in own context

Adapted from SAQA, 2015

Table 2.4: Curriculum for National Certificate: Environmental Practice. SAQA ID Number: 49752

UNIT STANDARD NUMBER	UNIT STANDARD TITLE	CREDITS
119303	Handle and dispose of waste	12
119555	Separate, handle, store, treat and transport waste	9
119554	Apply environmental management tools	5
119557	Operate waste disposal facilities	6
119553	Take action to address impacts on the environment	10
113223	Apply safety, health and environmental protection procedures	6
119829	Use appropriate environmental management tools and protocols to detect and respond to specific impacts	10
114941	Apply knowledge of HIV/AIDS to a specific business sector and a workplace	4
119830	Operate specialised vehicles and/or complex static or moving machinery and equipment	12

116496	Provide primary emergency care for bleeding and wounds	1
116497	Provision of primary emergency care intervention for shock, unconsciousness and fainting in the workplace	1
8968		5
8969	Interpret and use information from text	5
8973	Use language and communication in occupational learning programmes	5
9012	Investigate life and work related problems using data and probabilities	5
14050	Care for customers in a community environment	5
115093	Control workplace hazardous substances	4
13912	Apply knowledge of self and team in order to develop a plan to enhance team performance	5
116275	Apply routine maintenance and servicing plans and procedures	3
14581	Repair/replace minor structure	10

Adapted from SAQA, 2015

Beneficiaries in medium to long-term projects may undergo training towards the above qualification. Therefore the proposed long-term employment for EPWP Phase 2 bodes well for learnership implementation.

2.6.2.2 Exit training

In terms of training for exits, the new Training Framework made suggestions for exit training for beneficiaries upon completing an EPWP project (Department of Public Works, 2012). It recommended that exit training needs must be determined at sub-

programme level with clear exit plans. In Phase 1 exit strategies and training were compulsory. In Phase 2 the model was made optional for public bodies wishing to exit their beneficiaries. It is suggested that after completion of a project, exit opportunities for public bodies may be facilitated through further learning and training initiatives (*ibid*). Advantages of further learning and training are stated as follows:

- Beneficiaries will be able to make explicit choices about the occupation/ trade that they wish to enter and the nature of education and training they will require;
- It allows beneficiaries to attain recognised qualifications.

It was additionally suggested that public bodies wishing to exit their beneficiaries at the end of a project may facilitate further learning and training in interventions such as:

- Adult Basic Education and Training (ABET);
- Vocational Learning programmes (e.g. National Certificate Vocational);
- Occupational learning programmes through learnerships;
- Artisan development programme;
- Apprenticeships; and/or,
- An accredited skill programme (Department of Public Works, 2012:9-12).

Table 2.5 reflects the number of training days achieved per sector and per city respectively. In terms of sectors, 7 186 145 days of training were reported in Phase 1 and a decrease of 2 508 933 in Phase 2. The infrastructure sector was leading in Phase 1 and the economic sector, which was tasked with small business development, achieved less and was phased out and replaced with the non-state

sector. In Phase 2, the infrastructure sector dropped severely and the E&C sector led, followed by social sector and non-state sector (Department of Public Works, 2014).

Table 2.5: Training days per city

Cities	Training days	
	Phase 1	**Phase 2**
Buffalo City	0	0
City of Cape Town	182 381	5698
City of Johannesburg	741 792	79 816
City of Tshwane	102 191	1 091
Ekurhuleni	13 128	613
eThekwini	122 117	6848
Mangaung	0	1309
Msunduzi	4935	0
Nelson Mandela Bay	11 221	0

Adapted from Musekene & Du Plessis, 2016

Table 2.6: National training days per sector

Sectors	Training days	
	Phase 1	**Phase 2**
Infrastructure	3 397 695	188 674
Economic	55 918	-
Social	2 081 883	1 044 471
Environment and Culture	1 650 648	1 191 862
Non-state	-	83 926
Total	7 186 145	2 508 933

Adapted from DPW (2014)

The number of training days reported on the tables above indicates a decline in training days from Phase 1 to Phase 2. During Phase 1, training and training for exits were compulsory and non-mandatory in Phase 2. The economic sector was discontinued and projects in the sector were transferred to other sectors for implementation. Following is the analysis of studies undertaken to evaluate EPWP Phase 2.

2.6.3 Analysis of the EPWP Phase 2

As discussed earlier, the EPWP was initially designed as a short-term employment creation and skills development initiative. During Phase 2, modifications meant to improve the programme EPWP were introduced, including longer-term employment opportunities to impact poverty coupled with longer training interventions to improve

participants' skills. Training, exit training and exit strategies were made optional in Phase 2 (Lieuw-Kie-Song, 2009:17).

Moyo (2013) studied a social sector EPWP project on the effectiveness of EPWP participation in enhancing the employability of participants once they exit the projects. A total of 32 structured interviews examined participants' life circumstances prior, during and after their participation in the programme. With regards to recruitment, the Moyo (2013) study found that ward councillors, contractors and local community leaders and those already working on the projects were an important source of broadcasting information about the Modimola EPWP. In addition, municipalities, political parties and a local chief were approached for assistance in disseminating information. Occasional meetings were also held with communities to promote support for the project. The community liaison officer (CLO) played the role of labour broker between contractors, the steering committee, the local chief and workers. Participants of the study confirmed that 59% had received information regarding Modimola EPWP from friends and relatives. Participants were therefore recruited and selected from local networks without open advertisement processes. According to Moyo (2013:57), the Modimola Intergrated EPWP recruitment processes were not fair and open because contractors were in a powerful position to determine who was employed in the projects. Neither were the training needs of participants taken into consideration.

From a training perspective, Moyo (2013:51) found that participants were trained in first aid, road construction and farm work by the local college during the pilot stage of the project. After the pilot was completed, training became the responsibility of the

Department of Labour. However, the department failed to conduct the requisite skills training as per EPWP training guidelines. Consequently, supervisors and/or contractors mainly trained participants for job-related tasks. Moyo (2013:71) reports that only two thirds of the participants who were interviewed stated that they had received training. The majority of participants who were trained confirmed that practical on-the-job training was beneficial for tasks. According to Moyo (2013:53), the said training was project specific and insufficient to close the skills gap to enable them to seek jobs elsewhere or start their own businesses. Participants did not recognise the training due to lack of certification (*ibid*). Of the 18 who received training, only seven confirmed they had been issued with training certificates. Atkinson and Ingle (2016:145) contend that certificates are valuable as proof of attendance, completion and evidence that may be presented to prospective employers. Without the certificates, beneficiaries do not have any proof of competence in the areas they were trained in or skills acquired on the job. According to participants, the training did not better their prospects for employment in the labour market (Moyo, 2013:54).

The key finding of the study is that projects provided employment opportunities for people who would not otherwise have access to formal work opportunities. However, the study concludes that the work opportunities were only available for the short duration of the projects and disappeared after project closure (Moyo, 2013:67). As a result, the impact was limited and the EPWP failed to deliver sustainability beyond the projects.

On the other hand, Moeti (2013) embarked on an investigation to understand the implementation approach of the EPWP in the City of Tshwane Metropolitan Municipality (CTMM). A qualitative/quantitative case study design was followed to uncover the challenges that the municipality faces in trying to improve implementation of the EPWP. In total, 27 participants from three EPWP projects were interviewed, plus seven of the 10 EPWP champions of the CTMM who responded to the questionnaire. In addition, one senior manager was also interviewed.

Recruitment for all EPWP projects in the CTMM, including “Vat Alles”, are obliged to follow the CTMM Indigent Policy. According to Moeti (2013:44), the Indigent Policy Management (IPM) division of the CTMM indicated that they encountered challenges in providing a list of indigent people for the “Vat Alles” project, particularly in areas such as Rayton, Bronkhortspruit, Sunnyside and informal settlements as there few or no registered indigents. The lack of an official indigent register implies that qualified persons may not appear on the CTMM indigent and thereby miss opportunities of employment and training. In cases were the indigent list is not available, ward councillors and the appointed Community Liaison Officers provide the list of unemployed people in the area (Moeti, 2013:44).

Dallimore (2016:187) contends that even though the ward councillors and ward committee members are assumed to be ‘closer to the ground’, and are perceived to be better placed to identify the neediest in the ward, incidences of gate keeping, nepotism and politicisation have been reported. Furthermore, reports and complaints of politicians’ interference in the selection of participants to bolster personal and

party support have been reported (Vaughan, 2016:59). Moeti (2013:80) confirms occurrences of community unrest associated with inclusion in projects wherein community liaison officers (CLOs) were threatened with violence because communities felt that everyone had to be given the same opportunities of employment in the projects. Hence the neediest members of the community may miss out on employment and training opportunities when recruitment processes are not fair and transparent.

The responses from questionnaires sent out to CTMM departmental EPWP champions regarding training reveal that four of the seven participants indicated that their departments had a training programme. The department contracted service providers to maintain buildings for a 12-month period and deliver accredited training to participants in labour-intensive systems and techniques and artisan training from N3-N6 (Moeti, 2013:80). The other three champions indicated that they did not have training programmes in their respective departments due to:

- the structure of the tenders not specific enough to enforce service providers to deliver training;
- short duration of some projects (averaging 6 months); and
- lack of capacity within departments (*ibid*).

All 27 project beneficiaries who participated in the study confirmed that their involvement in the EPWP projects had improved their lives in the following ways:

- The stipend they received could be used to buy food, clothes and furniture;
- In terms of nutrition, participants mentioned that they could afford to buy food that was unavailable to them before they joined the EPWP;

- Half of the participants mentioned that their children could attend school more than before;
- 55% of the participants indicated that participation in the EPWP enabled them to clothe, feed their children and be able to participate in community activities.

In a study conducted by Hough and Prozesky (2013) to examine the reasons why participants on the four WfW projects in the Western Cape projects were reluctant to exit the programme, the research study found that their reluctance was due to numerous factors. Chief among those was perceived financial stability and social security on the projects as compared to unpredictable seasonal jobs on farms. Participants also mentioned that EPWP offered favourable working hours, ability to work in a team environment and the opportunity to receive training *(ibid:80*). Hough and Prozesky (2013:6) argue that the WfW promotes "dependence" amongst participants. They maintain that the role of the EPWP is to offer short-term employment and training "to stimulate a sense of independence among participants and empower especially the youth to find alternative employment".

However, Mngomezulu and Shange (2016:153) noted that when the EPWP was initially designed, exit strategies were mooted with the assumption that beneficiaries would receive adequate training and that there would be a job market to absorb those who exited the programme. It was realised at the end of Phase 1 that due to the chronic nature of the South Africa's unemployment challenge many EPWP participants were unlikely to find work elsewhere or be able to start their own businesses. It is therefore not surprising that participants of the WfW that Prozesky and Hough (2013) studied opted to stay on the programme due to limited

opportunities elsewhere. Atkinson and Ingle (2016) reported cases of participants being in the programme for over three years and some going on strike for higher wages. These authors suggest that there is a disconnect between the stated objectives of the programme and beneficiaries' expectations.

Mkhwatsha-Ngwenya (2016) undertook a study to investigate the implementation of the EPWP from the perspectives of project coordinators, implementers and data managers. A qualitative/quantitative case study design was followed to understand participants' experiences in executing projects and to highlight challenges faced in the implementation of EPWP from 2004 to 2014 across provinces. One questions in the study centred on the criteria and processes used for the recruitment and selection of project participants. In general, the study found that most of the EPWP employment guidelines had been followed. Three (3) study participants indicated that they consulted with ward councillors, project owners and traditional leaders to select beneficiaries. Six (6) participants from four provinces cited the inclusion of women, youth and people with disabilities, who lived closer to implementing sites and who were above 18 years of age. Four (4) mentioned that participants had to be unemployed and above 16 years of age. Two (2) respondents used a "local" list, consulted with traditional leaders, ward councillors and project owners. Three (3) North West participants highlighted that they advertised locally in the project area and thereafter involved ward councillors and tribal authorities to select unemployed locals, women, youth and people with disabilities (Mkhwatsha-Ngwenya, 2016).

On the question of what training participants on the study received to assist them in executing their jobs, only three participants mentioned that they did not receive any

training to prepare them for their jobs in the EPWP. One was trained on Statistical Package for the Social Sciences (SPSS), the majority received Induction into the EPWP training, people management and web-based system (WBS), integrated reporting system (IRS) and management information system (MIS), amongst many others. The social sector participants received a homework assistance course, mentoring and coaching, sports, arts and culture courses. Based on the responses of the study participants, the majority received training based on the requirements of their particular functions and some were able to perform their EPWP duties as a result (Mkhwatsha- Ngwenya, 2016:194).

However, Mkhwatsha- Ngwenya (2016) found several challenges faced by EPWP coordinators, implementers and data managers across the board. The challenges raised by some were that projects lacked exit strategies and some projects were unable to meet the 2% disability target. The study also identified lack of capacity in public bodies to accurately capture data due to the absence of reporting systems and the non-existence of dedicated coordination of projects in some municipalities. As a result, there were incomplete and late submissions of information to data centres causing insufficient reporting or non-reporting in some cases (*ibid*).

Additionally, the study also revealed that the EPWP Training unit did not have a training management information system (TMIS) which could efficiently and effectively manage EPWP training processes from the planning, what training had been delivered and which certification had been offered. Mkhwatsha-Ngwenya (2016:209) confirms that at the time of the study, the EPWP IRS could not handle all the required processes of the EPWP training unit. Therefore, lack of efficient data

capturing and non-functioning MIS systems would consequently affect the data integrity of EPWP outputs. Finally, the national EPWP office would have difficulty in reporting accurate statistics and therefore be unable to measure the impact of the programme with accuracy. Mkhatshwa-Ngwenya (2016:189) contends that public bodies lack the technical capacity to effectively implement the EPWP, particularly in smaller municipalities. According to Musekene and du Plessis (2016:37), the lack of capacity, particularly in smaller municipalitiesm may be as a result of inadequacies in the institutional arrangements and the absence of organisational capacity. Bigger municipalities, e.g. Cape Town, Johannesburg and Tshwane were better able to perform in terms of a higher number of implemented projects as a result of their well established and focused EPWP units (*ibid)*. Musekene and du Plessis (2016) advocate for smaller municipalities to ensure that institutional arrangements are in place for efficient coordination and to bolster organisational capacity.

Data-integrity challenges were also highlighted as inefficiencies that caused insufficient reporting or non-reporting in some cases. The 2% target for people with disabilities was not achieved. Mkhatshwa-Ngwenya (2016) argues that the inability of most projects to meeti the target for people with disabilities may be attributed to WOs being unsuitable for people with disabilities as a significant number of projects were in the infrastructure sector and most jobs in the sector involve physical labour and are generally not appropriate for people with disabilities (Musekene & du Plessis, 2016:47). The FTE target was also not met due to the shorter duration of work opportunities. Lack of exit strategies was also raised as a concern by Hough and Prozesky (2013), Mkhatshwa-Ngwenya (2016), Moeti, (2013) and Mogagabe (2016)

even though exit strategies were no longer a compulsory feature of the EPWP in Phase 2.

Another study was undertaken by Mogagabe (2016) to evaluate the implementation and outcomes of a comprehensive agricultural support sub-programme of the environment and culture sector in Mabopane, a township outside Pretoria. The purpose of the project was to create temporary employment and offer training in the establishment of a nursery, fencing the five-hectare site, clearing indigenous plants, tree felling, cultivating the land and managing vegetation. The local small, medium and micro enterprises (SMMEs) were also included and used as suppliers for services such as the hiring out of mobile toilets and provision of personal protective equipment (PPE). The study aimed to establish if the experience gained on the project was sufficient towards beneficiaries' prospects of future employment.

In-depth interviews were conducted with 14 participants who included a project implementer, three primary agricultural cooperative members, three officials from the Department of Environmental Affairs (DEA) management and seven beneficiaries. In general, the study found that the project made a difference in people's lives in terms of income provision. However, one participant lamented the short duration of the project being an impediment to acquiring valuable skills for future employment. Another participant went on further to suggest that the project was a waste of time and had not yielded sustainable results. The study concluded that the training was not effective due to the short duration of the project. Mogagabe (2016) argues that the successful training on projects taking place between three to six months is very slim as compared to projects that last up to a year or more. In general,, participants

suggested that the duration of EPWP projects and the incentives should be increased for any meaningful impact to be effected (Mogagabe, 2016:80).

Similar to findings on studies conducted in Phase I, in general the EPWP was found to make a difference in the community and people's lives. Participants benefit from poverty relief in the form of income transfer and a psychosocial impact, i.e. restoration of dignity as a result of participating in useful activities (Moeti, 2013; Moyo, 2013; Mogagabe, 2016). Hence the reluctance of some participants to exit the programme due to perceived security and stability. The communities where projects are implemented benefit from improved infrastructure and service delivery. Mkhwatsha-Ngwenya (2016: 184) confirmed in her study that the EPWP had made a difference in people's lives by providing sustainable income to the poor and unemployed. Furthermore, it was found that most municipalities were able to maintain parks, open spaces and cemeteries through the implementation of EPWP projects (*ibid*).

Although modifications were made to improve the design and implementation of the EPWP in Phase 2, the reviewed studies indicate that implementation has not yielded the anticipated levels of employment and sustainable improvement in participants' skills. It was also found that the duration of some of the projects was still limited (65 days on average) and not much skills transfer could be facilitated in such projects while wage rates were low, averaging R62 per day (McCutcheon & Taylor-Parkins, 2016:80). In summary, EPWP Phase 2 made a relatively small contribution to the reduction of unemployment and poverty. According to Statistics South Africa (2016:20), approximately 40% of the population of South Africa (about 20 million)

lived in poverty from 2009 to 2016 and close to 7 million people were unemployed. This means that EPWP Phase 2 impacted only about 2.5% of the poor in the country or about 7% of unemployed people. The EPWP Phase 2 lacked the desired scope and capability to significantly contribute to employment, and reduce poverty and improve lives (McCutcheon & Taylor- Parkins, 2016:80). These authors assert that many more jobs could have been created if contractors had been forced to use labour-intensive methods of work, particularly in the infrastructure sector.

Several researchers made recommendations for the EPWP to make a significant impact to reducing unemployment and the effects of poverty. McCutcheon and Taylor-Parkins (2016:81) suggest that major changes need to be effected in the design and implementation of the programme in South Africa. Some of the propositions put forward are the following:

- Projects must be planned on a long-term basis for several financial years, and utilise both the Incentive Grant provisions and internal budgets.
- Labour intensity must be increased, particular in the infrastructure sector.
- The performance of construction sector projects must be measured by labour intensity and FTEs instead of by work opportunities. According to Vaughan (2016:62, the monitoring and evaluation systems ought to be reviewed and simplified, and the impact of projects must be measured through both qualitative and quantitative methods and include measures such as labour intensity, FTEs and training delivered.
- The capacity of EPWP officials should be increased for them to monitor implementation as contractors continue to focus more on business than skills development and employment creation *(ibid*).

In terms of targeting, Dallimore (2016:85) suggests that the first point for participants' selection must be ward councillors who should focus on targeting poorer members of the ward without bias and political meddling. It important that officials within the EPWP account in meeting set targets, and assist in the resolution of disputes that may arise during the implementation of the projects. With regards to training, the following suggestions were advanced:

- Training must be related to market demands.
- Both accredited and unaccredited training must be offered.
- Officials and implementers must be trained in EPWP principles and labour-intensive methods for effective implementation of the projects (Vaughan, 2016:52).

McCutcheon and Taylor-Parkins (2016:69) suggest that there are several positive aspects of the EPWP that are in place to make Phase 3 of programme successful, i.e. the existence of the programme from a national, provincial and local framework for implementation with policy, legislation, regulation, guidelines, and training materials.

2.6.3 EPWP Phase 3

"The Expanded Public Works programme remains an effective part of government's response to the triple challenge of poverty, unemployment and inequality" (Minister Thulas Nxesi , 2010). The statement of the Minister of the Public Works confirms the strategic importance of the EPWP as one of the mechanism employed in the

National Development Plan. The third phase started in April 2014 and was scheduled to run up to March 2019.

OBJECTIVE OF PHASE 3

"to provide work opportunities and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development. The target for employment was at 6 million work opportunities and 2 million FTEs by 2020" (National Development Plan, n.d.:54)

By the end of Phase 2, the government had realised the long-term impact the EPWP could play in overcoming poverty and reducing unemployment (Vaughan, 2016:12). Based on the lessons learnt from the implementation of Phases 1 and 2, the DPW focused on enhancement of the strategic and operational aspects of the EPWP. The department planned to strengthen and deepen innovations from past programmes through the following means.

2.6.3.1 Strengthen community participation

Beyond merely funding the public sector, the programme sought to work in close in cooperation with communities and contracting community based organisations for implementation of projects. Community cooperation was be modelled on the non-state sector CWP and NPO programmes. The objective was to deepen developmental impacts across all sectors of the EPWP through active participation in municipal integrated development plans. It should increase the scope of infrastructure maintenance which provides longer-duration work opportunities, particularly in the rural municipalities.

2.6.3.2 Forging partnerships with the private sector

The aim was to develop a pharmacist assistant programme with the pharmaceutical industry and government to address skills shortages for improved pharmacist service delivery as well as to create partnerships in distressed mining communities in both labour-sending and labour-receiving areas; chambers of commerce such as Sibanye Gold, Anglo American, Afrikaanse Handelsinstituut.

2.6.3.3 Exploring pathways into sustainable livelihoods

This would include continuing with enterprise development through the Vuk'Uphile Contractor Development Programme, which aims to build capacity amongst emerging contractors to execute the increasing amount of labour-intensive work. The promotion of labour-intensive approaches would result in the creation of more work opportunities in all sectors. Develop the National Youth Service (NYS), which is a youth-based government skills development programme. The National Youth Service programme engages youth in service delivery, promotes youth participation in the construction sector and assists them to gain job-related skills necessary to access sustainable livelihood opportunities. The main aim of the programme is to develop artisans and place them in government departments and in private sector internships with funding facilitated through the National Skills Fund (Department of Public Works, 2017:3).

The DPW confirmed that the proposed changes would be achieved by introducing uniformity and standardisation across all EPWP programmes and the introduction of universal principles. The proposed changes were geared on improving targeting of participants, community participation, monitoring and evaluation of quantitative and

qualitative measures, and strengthening the collaboration and synergies among lead departments and other stakeholders (Department of Public Works, 2014). The following are employment targets set for Phase 3.

Table 2.7: EPWP Phase 3 employment targets

EPWP Phase 3	Infrastructure Sector	Environment and Culture Sector	Social Sector	NPO	CWP	Total
2014/2015	379,000	227,650	202,714	52,825	213,000	**1,075,189**
2015/2016	447,219	229,000	205,307	48,500	217,000	**1,147,026**
2016/2017	487,219	230,500	205,968	48,400	226,000	**1,198,087**
2017/2018	534,219	231,000	210,496	48,565	231,000	**1,255,280**
2018/2019	587,219	233,000	214,444	48,755	241,000	**1,324,418**
Total	**2,434,876**	**1,151,150**	**1,038,929**	**247,045**	**1,128,000**	**6,000,000**

Adapted from DPW (2014)

Phase 3 employment targets were projected to increase on an annual basis from 2014/15 to 2019. The projections were set at 1 075 189 and anticipated to increase progressively each year with each sector contributing to the five-year target of six million at the end of the phase (Department of Public Works, 2014). By February 2017, the EPWP had achieved just over 3 million work opportunities against the five-year target, which translates to 47.5% against the 6 million set target. The least performing sectors were the infrastructure sector and the non-state community works programme, at 41.3% and 43.2% respectively. Duration for work contracts was a minimum of 100 days per employment opportunity (Vaughan, 2016:57).

2.6.4 Training in Phase 3

Similar to the previous phase, training was planned to be project-based and sector-specific with funding sourced from the National Skills Fund in collaboration with the Sector Education and Training Agencies, including the NDPW 5% allocation on project funding (Vaughan, 2016:56). The estimated NYS training cost was R30 000 per beneficiary for a projected number of 3 600 participants targeted for 2014/2015. The National Youth Service (NYS) aimed to training the unemployed youth in addressing the shortage of artisan skills within the built environment and encourage youth involvement in community service delivery (Department of Public Works, 2014).

Exit strategies were reintroduced in Phase 3. Vaughan (2016:64) asserts that a considerable amount of work was required to formulate exit strategies to enable beneficiaries to exit the programme with skills to find employment or set up cooperatives or small businesses. According to the Department of Public Works (2014:39), exit opportunities into formal employment were planned to be promoted through various initiatives, including cooperatives and small enterprise development. The EPWP is currently on its fourth phase and literature on the phase is limited. Although the EPWP was successful on various aspects, the following sections deal with the criticism levelled against the EPWPW

2.7 CRITIQUE OF PUBLIC WORKS PROGRAMMES INCLUDING THE EXTENDED PUBLIC WORKS PROGRAMME

Criticisms of aspects of the EPWP do not imply that public works programmes (PWPs) per se are without merit. Well-designed and implemented, they can contribute handsomely to the goal of providing universal social protection. The corollary, of course, is that poorly-designed and implemented, they can have the opposite effect" (Meth, 2011:43).

It is with this quotation in mind that this section of the chapter is a critique of public works programmes. By being critical, the research endeavours to identify some of the gaps in PWPs' design and implementation and add to the body of research aiming to minimise failure in future programmes. Van der Linde and Barry (2011:2) maintain that despite the challenges, past and present projects are able to provide valuable lessons from which improvements on future programmes can be made.

Although there are many benefits associated with PWPs, there are also many failures and deficiencies in some programmes. In general, PWPs around the world have failed due to the following shortcomings:

- Seldom been scaled to match unemployment needs, resulting in disappointment and outright failure; projects are often rushed, with lack of spatial focus, and no links to national rural development and infrastructure planning systems and rural development;
- Difficulty for developing countries with poor organisational planning and inappropriate managerial arrangements; lack of skilled engineering and

technical personnel have led to poor project selection and execution, resulting in poor project planning, implementation and human resource management;

- Technical hastiness, inappropriate technology choices and technical incompetence apparent in some projects;
- Centralised nature of projects as opposed to community level administrative involvement has resulted in countless bureaucratic bottlenecks and inertia;
- Inability to plan for the seasonal labour demand in the agricultural sector;
- Lack of proper targeting and programming due to lack of information on beneficiary groups;
- Programmes' dependence on governments and lack of sustained political resulting in PWPs not receiving much-needed resources;
- Inadequate post-project maintenance planning and management;
- Lack of cost-benefit studies; and
- Reporting and general performance evaluation (Abedian & Standish, 1986; Thwala, 2011; McCutcheon, 2001).

In South Africa PWPs that were implemented from the 1960s to 1990s were also criticised for not meeting their stated objectives of creating employment, alleviating poverty and constructing quality infrastructure. Where assets were constructed these were not cost-effective and were of doubtful value, not maintained, and often the end results disappeared. In some instances, funding failed to reach the main beneficiaries (McCutcheon, 2001). The outcome was that very little sustainability was created in PWP projects implemented during this period. Phillips (2004:2) concludes that PWPs of this era were not economically inefficient, were fruitless,

wasteful and often referred to as “make-work” programmes that did not provide quality service nor improved workers skills.

Community Based Public Works Programmes (CBPWPs) that were meant to deliver urgent delivery of jobs and training to the neediest between 1998-2003 have also not lived up to expectations. According to McCutcheon (2001), CBPWPs has had no discernible effect on the mainstream construction industry and had certainly not generated employment despite available policies and public funding. In addition, there was no published data on small contractor development as promised (*ibid*). Therefore, CBPWP, similar to their predecessors, also failed to meet their stated objectives (Du Toit, 2005). Thwala (2008) further details the following as reasons for CBPWP’ failures:

- projects and programmes not properly designed, planned and coordinated, leading to underutilisation of resources;
- lack of community involvement in planning and preparation for the programmes;
- projects implemented as short-term emergency relief rather than developmental;
- labour-intensive methods of construction not effectively implemented;
- lack of political commitment; and
- lack of development and capacity building for community members.

Thus, the launch of EPWP in 2004 was an ambitious and a supposed extension and improvement of previous programmes. The challenge of the new programme was to differentiate it from preceding schemes and yet “not to reinvent the wheel”, but to

develop and promote existing best practices and to expand their application more widely (Phillips, 2004:7). Although the objective of creating one 1 million jobs was achieved ahead of schedule at the end of Phase 1, and contributed to the reduction of all aspects of the poverty gap and the decline in non-income poverty benefits in the form of human and social capital McCord (2004a; 2004b), the programme was criticised on a number of its components.

The EPWP was initially designed as a short-term instrument awaiting a possible rise in employment resulting from economic growth (Philips, 2004:6-7). McCutcheon and Taylor Parkin (, n.d); Meth (2011) and others found that the design of the EPWP was flawed in various ways. Key amongst the findings was that the government had categorised unemployment as a passing transitory phase which could be mitigated by employment creation in a growing economy. When the programmed was launched even some in government acknowledged that the unemployment problem in South Africa is chronic and structural (McCord, 2004:6). In addition to the short duration of most projects, McCord (2005:562) argues that the entry of South Africa into the global market increased mechanisation and reduced the need for unskilled and semiskilled labour. According to McCord (2005:563), the short work experience and the inadequate training were not sufficient to enable participants to acquire the requisite skills. Consequently, the EPWP did not succeed in enabling participants to acquire the skills to move to the formal economy or establish their own businesses.

Meth (2004) argued that the country's economy is growing at low rate. As a result, the number of temporary jobs that the EPWP provides would not have a significant impact on unemployment. Meth (2004) further contended that an additional 3.6 to 7.7

million jobs were required at the time to make a difference. Due to a lack of available jobs in the labour market, many participants were reluctant to leave the projects. Furthermore, discrepancies in policy and the expectations raised by the EPWP from inception were apparent. Initially it was legislated in the Code of Good Practice for employment in public works that quality and accredited training would be the hallmark of the EPWP. It was touted in several policy documents that the planned training would develop beneficiaries to move from being unskilled to skilled, and thus move from informal to formal employment. EPWP regulations required that every project must have an exit strategy for all participants exiting the programme.

According to Lieuw-Kie-Song (2009), exit strategies are not possible in a low-growth economy. Hough and Prozesky (2013:6) found that the participants of the WfW project did not acquire the necessary skills and knowledge that enabled them to start their own businesses; instead they remained dependant on EPWP jobs. Upon realising that the economy was not growing and jobs would not be created to absorb the millions, compulsory exit strategies were removed from the EPWP in Phase 2 (Lieuw-Kie-Song, 2009). However, there were instances, e.g. in the City of Tshwane where exit strategies were touted during Phase 2 (Ngozo, 2015) thus raising expectations for beneficiaries.

Researchers such as McCord (2005:570) and Meth (2011:32) were also critical of the generic nature and short duration of training, particularly on most infrastructure projects in Phase 1. Most projects from this sector were largely short-term with limited training opportunities. According to Meth (2011:8), not much can be accomplished in infrastructure projects that span four to six months with a few days

of training. McCord (2005:562) further contends that the acquisition of complex infrastructure skills require long-term investment in skills development and exposure to work in order for one to become an artisan. While the infrastructure was able to meet the job-opportunity and work-year targets, the performance in terms of training was generally disappointing (Meth, 2011:15). On this note, McCord (2004) suggests that the EPWP should offer longer-term employment for sustained poverty reduction and that consideration must be given for maintenance work, or have people work on multiple construction programmes for increased impact.

McCord (2005) contends that South Africa's EPWP training interventions are skewed towards life skills training as opposed to practical market-demanded skills. Indeed, the impact of training in some of the programmes was so low that participants did not even know whether they had received the training or not (McCord, 2005). Ndoto and Macun (2005) assign this lack of recognition of training in the first phase to the fact that workers did not receive any form of certification and that the training was on-the-job rather than in a classroom. Additionally, most beneficiaries were offered DoL prescribed content focused on Life Skills and HIV awareness. According to Gixwa (2011), the content of the Life Skills programme in Phase 1 was not well defined, which made assessment of its impact problematic. The training was mostly non-skills-based and the on-the-job training tended to focus on entry level skills instead of targeting skills required in the market (McCord, 2005). McCord aptly noted that employment opportunities existing in the South African economy are almost exclusively for labour with intermediate or high skills. The social sector was the only area where beneficiaries were more confident that the training received on the projects would enable them to obtain other work (Meth, 2011). In the infrastructure

sector, only managers had undergone construction learnerships, instead of beneficiaries who needed the training the most (McCord, 2005).

Giqwa (2011) contends that skills provided by the WfW and the Working for Wetlands programmes were project-specific and not in demand in the broader labour market. Consequently, the objective of empowering beneficiaries with skills and work experience to enable them to start their own contract companies or seek work elsewhere was not achieved. According to McCord (2008), Moeti (2013) and Moyo (2013) the EPWP improved beneficiary well-being through income transfer but not through skills development for employability. However, public work programmes like the EPWP remain one of the myriad of initiatives employed by governments to provide poverty and income relief for the millions of unemployed people through temporary work on useful social projects.

2.8 SUMMARY

The EPWP was initially designed as a short-term programme to afford poor, unskilled and unemployed people an opportunity to gain workplace experience whilst getting training in skills that would prepare them for work in the labour market or start their businesses while receiving an income to minimise poverty. Literature indicates that PWPs have been implemented across the world for employment creation and often combined with skills development initiatives. Indeed, the 1930s to 1950s' implementation of PWP in South Africa provided a successful formula for the eradication of unemployment, poverty and skills deficit amongst poor whites. However, their implementation for combating rising black unemployment and poverty from the 1960s onwards has not been successful. Hence progressive policy changes

that placed training at the centre of PWPs were effected from the 1990s to reinforce PWPs as strategy to fight unemployment and redress the skills deficit. The strategy changes laid the foundation for the improved EPWP.

Since the implementation of the EPWP in 2004, the programme has managed to create employment opportunities for over two million people to date. Researchers found that the EPWP does have a positive impact on the socio-economic condition of the beneficiaries. However, it was also found that in most cases the short duration of the programme offers too little to impact on poverty. In addition, training remained a challenge, wherein few beneficiaries received training and the impact of the training was not significant enough to improve beneficiaries' skills for employability. Often beneficiaries exiting the programme return to unemployment without having obtained the requisite skills for the current labour market or manage to start their own businesses.

The Training Framework introduced in the second phase of the EPWP was designed to guide the planning and implementation of training. The Framework laid the guidelines of the types of training and content required to make a difference in the skills levels of participants. The Framework emphasised the importance of training at sub-programme level instead of the compulsory training suggested in Phase 1. The EPWP was implemented with varying results in the three phases. In Phase 1 the target for employment was reached ahead of time, however, several challenges were identified and initiatives put in place to improve the programme in its design and implementation. Changes were effected in Phase 2 to scale up the programme to impact both unemployment and poverty. By Phase 3, the target for employment

was increased to 6 million work opportunities and the creation of two million FTEs. Table 2.3 highlights the differences in the three phases of the EPWP to highlight how the EPWP developed over time.

Table 2.3: Comparison between Phases 1, 2 and 3 of EPWP

EPWP 1(2004-2009)	EPWP 2(2009-2014)	EPWP 3(2014-2019)
Over the first five years to create temporary work opportunities and income for at least 1 million unemployed South Africans	To create 2 million Full Time Equivalent jobs which equates to approximately 4.5 million work opportunities of a 100-day average duration over the five years of the programme for poor and unemployed people in South Africa so as to contribute to halving unemployment by 2014, through the delivery of public and community services.	To provide work opportunities and income support for 6 million poor and unemployed people through the delivery of labour-intensive public and community assets and services, thereby contributing to development
To provide needed public goods and services, labour intensively, at acceptable standards, through the use of mainly public sector budgets and private sector implementation capacity.	Public bodies from all spheres of government (in terms of the normal budgets) and Non-State sector (supported by government incentives), deliberately optimise the creation of work opportunities for unemployed and poor South Africans through the delivery of public goods and services.	Leverage on Public Sector Budgets. This includes: Equitable Share, such as Non-State Sector (CWP & NPO Components) Conditional Grants under DORA EPWP Integrated Grants (Provincial: Infrastructure & E&C Sectors); Municipal (Infrastructure, E&C, as well as Social Sectors) Provincial Social Sector

		Grant HCBC; Sports & Recreation; National School Nutrition Programmes NPOs, Government piggy-backs on donor funding to support creation of WOs □
14% of public works participants earn future income by receiving work experience, training and information related to local work opportunities, further education and training and SMME development	Training and enterprise development will be implemented in sub-programmes to enhance service delivery. Each programme will set its own target. **Less emphasis on training and exit strategies**	Training will be project-based, but it is recognised that training needs vary between sectors, programmes, and projects, so training strategies will need to be specific. There will be collaboration with the National Skills Fund and the SETAs, who will source funding.
Exit strategies will be developed for each sector and will definitely possible exit routes for workers once they leave the EPWP programme	**None-** it is acknowledged that in an economy where there are insufficient work opportunities, the creation of exit strategies is not possible	Those exiting the programme will be encouraged to start their own businesses and/or set up cooperatives.

Adapted from DPW (2012)

The next chapter will focus on the research paradigm, research design, the methodology and methods employed to answer the research questions mentioned in chapter one.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

As discussed in chapter one, the purpose of this study was to explore the perceptions of participants of the EPWP regarding the training they received after the implementation of the Training Framework. Because the study aimed at understanding the viewpoints of the marginalised in a programme meant to improve their lives, it was important to align the research design to the exploratory research question. Following on Durrheim's (2006) contention regarding research design, the study incorporated four decisions that a research study must include to ensure rigour. The four decisions are: (i) the purpose of the study; (ii) the theoretical paradigm that informs the study; (iii) the context of the study, and (iv) research techniques used to collect and analyse data. Bryman (2012) emphasises that research methods and associated processes do not operate in isolation, but are influenced by factors that form part of the context within which social research operates. Such factors include prevailing theories on a topic, familiarity with existing literature, the assumptions and views that govern the conduct of research and the assumptions about the nature of social phenomena (*ibid*).

3.2 RESEARCH DESIGN

A research design is a strategy or a plan that details the process used to investigate the research question. It is an integrated statement of and justification for the technical decisions in planning a research project (Blaikie, 2010). Therefore to successfully complete a research project requires a research design that is compatible with the research question and applicable research methodology and methods of data generation. According to Marshall and Rossman (2011), the

research design section must demonstrate that the study is feasible and that the methods are justified.

This project followed Durrheim's four research decisions that outline answering the research question. The purpose of the research and context of the study were outlined. The methodology and methods of data generation were discussed to demonstrate the procedures and processes that were followed to unearth participants' perspective of the phenomenon. The aim and context of the research placed the study problem in perspective and guided the direction for the generation and analysis of data.

3.2.1 Purpose of the research study

The purpose of the study is to explore the views of participants of the "Vat Alles" EPWP project regarding training they received during Phase 2 of the programme. In particular, the study focuses on this question:

What are participants' perceptions of the training received from Phase 2 of waste management EPWP in Mamelodi?

The main research question was underscored by the following research questions:

- How were beneficiaries recruited into the programme?
- What are participants' reasons for participation in the programme?
- What type of induction and on-the-job training did they receive?
- What type of training do they believe could be of benefit to EPWP waste management beneficiaries?
- What are the benefits of participation in the EPWP?

The design of the study was based on answering the above research questions.

3.2.2 Research paradigm

In pursuit of new knowledge, researchers would generally choose to work within a particular worldview, often referred to as a research paradigm. Bryman (2012) maintains that a research paradigm is a cluster of beliefs and systems which influences scientists in a particular discipline on their choice of the process of research and the interpretation of results. Babbie and Mouton (2001) further describe it as the fundamental model or frame of reference from which a study is organised and reasons presented within a research study. The choice of paradigm also depends on the researcher's value system, the literature explored and discovery of prior knowledge on the topic of study. All of this, together with the theoretical perspective, has a bearing on the most appropriate paradigm to employ in a study (Bryman, 2012).

This study is positioned within the interpretive research paradigm and therefore employed qualitative research methods to answer the research question. Interpretive research is based on the assumption that social reality is shaped by human experiences and social context. According to Battacherjee (2012), interpretive research seeks subjective interpretations of social phenomena from the perspectives of the participants involved. Researchers working within the interpretive tradition endeavour to understand the subjective world of human experience by trying to get inside the person and to understand them from within (Cohen et al., 2002).

Interpretivists argue for the importance of getting closer to the object of study and allowing the exploration of participants' perceptions in their natural setting. In turn, participants' meaning of the phenomenon is mediated through the researcher as instrument. In order for the researcher to understand the studied phenomenon in context, De Vos, Strydom, Fouche and Delport (2005) suggest that the researcher/s immerse themselves in the study participants' "life world" or "life setting" and "walk" in the shoes of those from whom they wish to generate knowledge.

In this study the researcher was concerned with the views and opinions of people; therefore, the interpretive paradigm was the most compatible approach to adopt. The data generated in this study was qualitative, hence the use of the term "qualitative research" by some. The method of data generation employed in this study was focus group discussions, in which the perceptions of "Vat Alles" EPWP participants on the phenomenon were explored to solicit rich and in-depth data regarding their experiences.

3.2.3 Research context

The EPWP Phase 2 "Vat Alles" project, particularly the training component, is the core context of this study. The "Vat Alles" project is a CTMM city-wide cleaning programme that was launched in May 2012. A total of 3000 unemployed people were engaged to supplement municipal waste management in the central business district and selected townships around the city (City of Tshwane Metropolitan Municipality, 2012). The "Vat Alles" project is managed under the auspices of the CTMM in conjunction with the Environmental and Culture Sector.

Mamelodi was one of the townships earmarked to benefit from the “Vat Alles” project. Mamelodi is a township 18 km outside Pretoria. Since its establishment in 1953 (Ralinala, 2002:203), the population has grown significantly due to migrants from other parts of the country and neighbouring countries looking for employment in the city of Pretoria and surrounding areas. Today, the township covers a land area of approximately 25 km^2 with a population estimated to be close to a million. It is regarded as one of the most densely populated areas in the City of Tshwane Metropolitan Municipality (Darkey & Visagie, 2013:304). The township inhabitants face high unemployment and poverty rates with women and youth affected the most. Many other challenges facing the township include sprawling informal settlements, poor education, crime and drug addiction (Conway-Smith, 2013, Mbanjwa, 2014; Tuwani, 2013).

3.2.4 Research methodology

Research methodology refers to the choice, definition and selection of the sample, sampling techniques, sampling frame, data generation techniques and analyses. The purpose of a research methodology discussion is to describe and explain the methods by which knowledge was gained as well as to give the researcher’s work plan (Bryman, 2012). This section of the study describes the process followed to answer the research question; essentially how the research was carried out.

3.2.4.1 Research methods

Research paradigms are often associated with particular research methodology and methods of data generation. The data generated from the methods forms the basis for inference, interpretation and explanation of the phenomenon (Cohen et al., 2002).

The appropriate source for data generation for this study was the focus group method. The focus group method is an established method for gaining in depth understanding of perceptions of individuals within a group (Zacharakis, Steichen, Diaz de Sabates & Glass, 2011). Two focus groups of six and seven participants each were purposefully selected from the target population. According to Bryman (2012), the small sample is acceptable in interpretive research as long as the sample fits the nature and purpose of the study. The focus groups' schedule with a set of predetermined questions was used to guide the discussions.

3.2.4.2 Participants

The choice of the study sample was based on theoretical considerations. The participants were selected because they possessed unique characteristics suited to the study. They were active beneficiaries of the 'Vat Alles" project the EPWP and met required pre-set criteria. The criteria for inclusion in the study were that they should be employed in the EPWP at the time of the study and be male or female with different education levels and age groups. Participants of a study are selected through a process called sampling. A sample of a study is selected from a target population of interest (Cohen et al., 2002). According to Zikmund (2003), if the sample is adequate, it will have the same characteristics as the population. As a result, a carefully selected sample would sufficiently represent the population of interest depending on the paradigm and purpose of the study.

Defining the target population is the first stage in the process of selecting a sample. A population is all people or items (unit of analysis) with the characteristics one wishes to study (Bhattacherjee, 2012). The term "unit" does not only refer to people;

a researcher may wish to research organisations, cities, and/or documents, among other things (Bryman, 2012). The explicit definition of the population about which inferences are to be drawn is crucial before any sample decisions can be made. According to Rapley (2014), questions regarding the population require rigour and thoughtfulness and are best made early in the planning stage of the research as they determine the quality of the study. In addition, prior knowledge of the phenomenon and understanding the variances in the population is important to determine how typical the sample is (Cohen et al., 2002).

The target population for this study constituted 200 waste management EPWP participants in Mamelodi. The population consisted of males and females between the ages of 18-60 who were unemployed prior to their enlistment to the EPWP. It is from this population that the study sample was drawn. It was therefore impractical to include the entire population in the study. The list of the population allowed the researcher to select a potentially sizeable group of participants to approach for inclusion in the study.

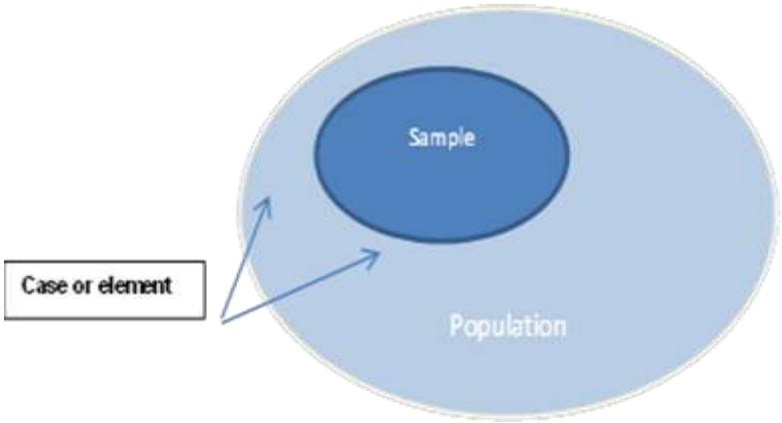

Figure 3.1: Population and sample

The last step in the sampling process is the actual selection of the sample by using a well-defined sampling technique (Bhattacherjee, 2012). Sample selection assists in evading difficulties researchers would encounter if all relevant circumstances, events, or people were to be included in a study (Marshall & Rossman, 2011). Due to constraints such as cost, feasibility and quality, it is rarely possible to include the whole target population in a study (Lynn, 2002). Sampling also helps to avoid the time-consuming and costly exercise of including every person in the population. Collecting data from fewer people also means that one is able to collect information that is more detailed and rich (Saunders et al., 2009).

There are two methods of sampling: one is probability sampling that assures the probability of selection of any respondent. The other is non-probability sampling in which some units of the population have zero chance of selection or where the probability of selection cannot be accurately determined (Battacherjee, 2012). This study employed purposive sampling, which is a form of non-probability sampling. As a result, data from such a sample cannot be generalised back to the population. However, in a focus group research such as this one, the purpose was neither to infer; generalise nor to make statements, but to provide insights about how people in a group perceive a situation – in this instance that of making meaning of their experience of training received on the EPWP.

The purposive sample best suited this study was due to a need for a combination of homogenous and heterogeneous characteristics of the sample. The sampling criteria, i.e. qualification for inclusion in the study, required all people in the sample to be active participants of the EPWP at the time of the discussions. However,

demographic diversity, i.e. various age ranges (youth and senior), male and female, different EPWP cohorts (from Phase 1 and beyond), diverse educational levels (with no Grade 12, with a Grade 12 qualification) and experienced (people with prior working experience) and non-experienced (those who were never employed) workers (prior to joining the EPWP) were incorporated. Therefore the study gained a range of responses, which elicited greater understanding of participants' attitudes, behaviours, opinions and perceptions.

The researcher decided to conduct a "pilot study" to test and clarify questions; as well to enable the researcher to "rehearse" the discussions. The "pilot study" was not an actual study, but an opportunity for the researcher to test the questions and rehearse the process. Bhattacherjee (2012) confirms that pilot testing is an important part of the research process as it helps to ensure that the measurement instruments used in the study are reliable and valid measures of the constructs of interest, e.g. whether the questions asked are intelligible to the targeted sample. After the "rehearsal", the researcher could continue with generating data from the sampled population.

3.2.4.3 Procedure for accessing participants

Availability, access and the willingness of participants to respond to researchers' request is of primary concern in any research project. Research interviews are often intrusive and can take a lot of participants' time and space. Therefore, cognisance of the logistics around organising participants to attend discussions and possible non-attendance formed part of the planning. To minimise the influence of these possible detractors, the researcher was in constant contact with the CTMM Tshwane waste

management personnel to arrange the schedule which was shared with participants a week ahead of time to ensure availability. Twenty-one participants initially volunteered to take part in the discussions. Once the agreed-upon dates for the focus groups were set, participants were collected from their work sites to the venue at a local school classroom. However, on the day of the discussions, only 13 participants showed up. The groups were divided into seven and six participants in each group. The researcher ensured that both groups comprised older, younger, male and female and people with diverse educational backgrounds. In the end, it transpired that the size of the groups was more manageable, focused and easy to facilitate.

3.2.4.4 Focus group as a method of data generation

A focus group is a qualitative research method used extensively in academic research (Cheng, 2014). Focus group interviews are informal discussions among a group of selected individuals about a topic of mutual interest. Although focus groups are a form of group interview, they differ from other categories of group interviews as they use communication and interaction between research participants to generate data (Kitzinger, 1995:299). They are called focus groups because participants are focused on a topic, engaged in "collective conversations" (Zacharakis, Steichen, Diaz de Sabates & Glass, 2011:84).

Focus group interviews generally involve a group of six to eight people who come from similar social and cultural backgrounds or who have similar experiences or concerns. The discussions generally last for an hour or two. In this study, two groups of six and seven participants respectively formed part of the discussions. According

to (Liamputtong, 2011), focus group discussions empower participants to discuss a familiar topic and allow the researcher to pay attention to the needs of those whose voices are normally unheard. Similarly, Zacharis et al. (2011) argue that focus groups allow people to develop and express ideas they would not have thought of in an individual interview. Participants were divided into two groups of diverse participants with varying educational levels, from different EPWP start-date and work experience, with different ages to promote diversity of thoughts. The first group comprised four males and three females from age 30 to 49. The second group was made up of three females and three males from age 28 to 36. The focus group discussions were conducted on the same day, one in the morning and the second in the afternoon.

In this study, the researcher, referred to as the moderator or facilitator, conducted the focus group discussions with the aid of an assistant. The primary role of the facilitator was to lead the discussions and to examine in detail how the group members thought and felt about a topic without intrusion, as suggested by Johnson and Christensen (2014). The assistant aided the moderator by taking notes, noting which particular person made which statement, observing group processes and capturing all interactions that the facilitator might miss during discussions.

An audio recorder is an added and valuable dimension to the process. However, participants are often uncomfortable when they know that their conversations are on record word-for-word (Trochim & Donnelly, 2008). Hence permission to use the recorder was sought beforehand to allow the accurate capture of information. However, Cohen et al. (2002) warn that an audio tape is selective and omits

important contextual issues such as visual and non-verbal aspects of the interview. The assistant also observed body language, documented the exchange of views and the general content of the discussions. According to Kitzinger (1995), observations of participants' interactions work to supplement the oral text, thereby enabling a fuller analysis of the data.

Cheng (2014) contends that in addition to good preparation, focus groups are successful if the researcher follows linked processes and a questioning format such as welcoming, introductions, rapport building and positive closing statements. From the onset, the researcher endeavoured to establish collaboration and collegial relationships with participants to ensure that everyone involved was at ease. Firstly, the researcher introduced herself and her assistant and gave participants an opportunity to introduce themselves. Participants' introductions also served to check and identify their voices on the recording. To ease the tension and break the proverbial ice, the researcher shared her personal history and interests with the team. Consequently, the group could "identify" with the researchers because of shared language and background.

Unlike a typical one-on-one interview, the facilitator did not ask each member a question, but posted four themes and related questions on a flip chart to spur the conversations. The facilitator explained that the aim of the discussions was to allow participants to talk to each other and ask questions of each other, rather than to address themselves to the researcher, as emphasised by Kitzinger (1995). The group was thus "focused" on a collective activity. The researcher and participants spoke in a combination of English, IsiZulu, colloquial Sotho (mixture of SeTswana

and Sepedi). When they heard others talk, that often triggered responses, and participants shared anecdotes and ideas that they had not thought about before. Therefore everyone was involved in the conversation and engaged without any difficulty.

The groups were able to explore new ideas and diverse opinions and generated their own questions and frames; they pursued their own priorities and terms, using their own language and vocabulary (as suggested by Kitzinger and Barbour (1999:18). Whenever necessary, probing and follow-up questions followed to focus attention on certain aspects of a topic and not others, and to inspire further discussions. As a result, participants' views gained more prominence over those of the researcher (Kitzinger & Barbour, 1999:20). The conversations uncovered different perspectives and cast new light on the EPWP. Each focus group discussion lasted approximately two hours.

As a technique for generating data, the focus group like all other methods has strengths and weaknesses (Morgan, 2013:6). The strengths and weaknesses of this method derive from the two defining characteristics, i.e. reliance on the research's focus and the group's interactions (ibid). One of the strengths of the focus groups is the ability to generate large amounts of data in the least amount of time as compared to interviews. Morgan (2013:7) contends that the structure imposed on the group by the moderator may threaten the natural group interaction that is observable. In a sense, focus groups are less naturalistic as compared to participant observation (*ibid)*. Although self-interest was the drive behind the research, in this study the researcher ensured that the discussions were mainly conversations between participants with less intrusion from her. In addition, focus groups include a tendency

by some participants to conform to group norms by withholding things that they might say in private, and a tendency toward "polarisation," wherein some participants express more extreme views in a group than in private (Morgan, 2013:14). Therefore the researcher afforded every participant an opportunity to voice their opinion by specifically soliciting information from those who seemed quieter than others.

Focus group samples are characteristically small and non-representative. Whilst groups may be organised to represent the diversity of experiences within a population, findings from a focus group study cannot be generalised to a larger population (Hughes & Du Mont, 1993). However, as indicated earlier the purpose of the study was to explore the phenomenon, getting a better understanding of the phenomenon from the participants' point of view, rather than to generalise or test a hypothesis.

In concluding the discussions the researcher followed the recommendations of Trochim and Donnelly (2008) by thanking the participants for their time, giving them a period in which to reflect on the process, and affording them an opportunity to ask any further questions they might have about the research. Consequently, participants from a marginalised group were given the opportunity to contribute their opinions and views and highlight concerns on a topic of interest. Thereafter, the process of analysing the rich text generated from the discussions ensued.

3.3 DATA ANALYSIS

Data analysis is an important aspect in the meaning-making process through direct interpretation of what researchers observed and what participants shared (Rabiee,

2004). Qualitative data analysis is both inductive and iterative and involves reducing large amounts of data by organising, selecting, categorising, comparing and interpreting data to gain a sense and draw conclusions from it. Qualitative data analysis provides a trail of evidence, as well as potentially increasing the extent of dependability, consistency and confirmability of the data (Lincoln & Guba, 1985).

Krueger and Casey (2000) suggest that the analysis should be systematic, sequential, verifiable, and continuous. However, in practice the stages are interconnected rather than linear as stages overlap one another. In this study, the researcher started the process of analysing data during the focus groups discussions. Data was audio-recorded, complemented with observational notes, and reflected upon in post-interviews. The researcher transcribed the material whilst simultaneously immersed in the detail, highlighted pertinent information in the data and made reflective notes in the margins. Transcribing focus group discussion was a difficult and a time-consuming exercise. The process was made difficult because at times participants spoke at the same, switching languages and using colloquial slang. Cohen et al (2002) describe transcribing as a crucial and an intricate process that can potentially lead to data loss, distortions and the reduction of complexity. Rabiee (2004) suggests that transcribed material has to be understood in detail and sense made of it before it is broken down in pieces. To this end, the transcribed material was verified by the researcher and assistant to ensure accuracy and familiarisation with the data.

The analysis of the qualitative data subsequently focused on the generation and emergence of common themes and explanations resulting from the transcripts. The

analysis techniques employed in this study involved breaking down the data into manageable units and assigning codes and categories in search of patterns and themes. Coding is a process of marking segments of text data with symbols, descriptive words or category names (Johnson & Christensen, 2014). Charmaz (2006) further describes coding as a pivotal link between generating data and developing an emergent theory to explain data. Coding defines what is happening in the data and begins the process of understanding what the data means (*ibid*).

The coding process adopted for this study consisted of two main phases, i.e. an initial phase and a focused, selective phase as suggested by Charmaz (2006). The initial phase involved a line-by-line search for discrete events, incidents, ideas, actions, perceptions, interactions and naming each word, line, or segment of data. The initial coding process fractured data into separate pieces and many separate codes. Thereafter, the codes were synthesised into categories as a way to examine the relationship between concepts, and the categories in turn reflected the complexity of the phenomenon. The next step in the process involved linking categories to sub-categories and examining how the codes relate to each other. After axial coding, the final stage of selective coding, the researcher developed more themes that express the content of each of the groups. The researcher analysed one focus group at a time; the separate analysis of data served to assess whether themes that emerged from one group also emerged from the other group, and themes were refined in the process (Charmaz, 2000). Consequently, theoretical thinking and logical assessment of arguments was used to develop a body of knowledge about the EPWP came to light.

3.4 ENSURING RIGOUR

Several researchers, e.g. Lincoln and Guba (1985), Silverman (2010), Shenton (2004) and Golafshani (2003), amongst others, have directly responded to the need to deal with issues of validity and reliability in qualitative research by adopting what they consider more appropriate terms in pursuit of trustworthiness in their studies. Hence internal validity translated to credibility, external validity to transferability, reliability to dependability, and objectivity to conformability (Cho & Trent, 2006). To ensure the rigour of the findings, this study employs credibility, transferability and dependability as strategies to increase trustworthiness.

3.4.1 Credibility

Credibility is the equivalent concept to internal validity in positivist research in which a researcher seeks to ensure that explanations, issues and findings of a particular research study accurately describe the phenomena being researched (Cohen et al., 2002).

The researcher in this study was cognisant of the potential bias inherent in this study as being both the data collector and analyser. As such, member checking was employed to ensure credibility. A week after the researcher had transcribed the data, members of both focus groups were invited in separate discussion groups wherein transcribed text was read back to them to ensure the accuracy of information and errors were corrected where possible. As Cohen et al. (2002) suggest, member-checking also gives respondents the opportunity to add further information or clarify matters and place information on record correctly. Participants welcomed the opportunity to hear their experiences as recorded. Gibbs (1997) further argues that

constant comparison of data during the creation of codes assists in checking for consistency and accuracy in the application of codes. Furthermore, watching for differences is important in order to increase the richness of description and to ensure that the information has captured what participants have said. Quotations from discussions were also used to support claims made in the analysis.

3.4.2 Transferability

Transferability refers to the degree to which the results of qualitative research can be transferred to the wider population or other cases or situations (Anney, 2014). Transferability is possible in research using qualitative data if researchers provide clear and detailed contextual information about the fieldwork sites so as to enable others to make transfers (Shenton, 2004). It is thus that the researcher offered brief contextual information about the site of the study, provided rich and extensive details regarding the methodology and context of the research, data generation methods and data analysis processes as suggested by Shenton (2004). Such thick descriptions of the phenomenon allow readers to have a clear understanding of the phenomenon, thereby enabling them to compare and replicate the study with similar conditions in other settings (Anney, 2014).

3.4.3 Dependability

Dependability refers to the accounting of all processes used in the study. Lincoln and Guba (1985) stress the close ties between credibility and dependability when they assert that in practice the demonstration of the former goes a long way in ensuring the latter. Dependability involves the researcher reporting in detail the methodological decisions, interpretation and explicit presentation of results

(Wittemore et al., 2001; Shenton, 2004). Dependability ensures that if other researchers were to examine the data they would arrive at comparable findings, interpretations, and inferences about the data (Shenton, 2004). The researcher, for purposes of cross checking, kept raw data, in this case the focus group recordings. As suggested by Anney (2014:274), the audit trail allows the researcher to ensure that proper research practices have been followed. The following physical audit trail suggested by Carcarly (2009:20) documents the stages of this research study to reflect the key research methodology decisions. They are described in the following paragraphs.

3.4.4 Research problem

The Department of Public Works (DPW) introduced the EPWP Training Framework in 2012 to improve the structure and delivery of training interventions in EPWP projects. The Framework suggested increasing the number of training days to include more content and focusing on skills with credit-bearing qualifications. The impact of the 2012 Training Framework on participants' ability to exit with skills and knowledge for the labour market or to start their own businesses remains unstudied.

3.4.5 Research proposal

Based on this research problem, a proposal was developed and submitted to the research ethics committee of Stellenbosch University for approval. The proposal included an outline of the study, its aims and objectives, and the research questions and ethical consideration. Permission to conduct the study was granted before research could commence.

3.4.6 Literature review

An in-depth review of the literature was conducted to identify what was currently known on the phenomenon under study and gaps in the literature. Despite several researches undertaken on the EPWP, the literature review highlighted that studies focusing on training after the implementation of the 2012 Training Framework remained unstudied.

3.4.7 Research design

The next step involved designing the research framework to guide the generation of empirical evidence for the study. This study was conducted within the interpretive paradigm and employed qualitative generation and analysis methods in line with the interpretive paradigm.

3.4.8 Data generation

Focus group discussions were selected as the most appropriate method for generating data for the participants of an EPWP. Two focus groups were scheduled, one group had six participants and the other had seven. The recorded discussions lasted almost two hours on both occasions. The data was transcribed and later verified by some participants for accuracy.

3.4.9 Data analysis

Data was analysed systematically by reducing large amounts of texts through organising, selecting, categorising, comparing and interpreting the data to gain its sense and draw conclusions from it. The qualitative data analysis provides a trail of

evidence, as well as potentially increasing the extent of dependability, consistency and confirmability of the data (Lincoln & Guba, 1985).

3.4.10 Findings and conclusions

The findings of the study were presented based on data generated related to participants' views of the phenomenon. The discussion served to interpret the research findings. The conclusions of the study are based on the data and findings and presented according to the research questions that were posed to understand participants' perceptions of the phenomenon.

3.4.11 Confirmability

The concept of confirmability relates to the qualitative researcher's concern with bias. It refers to the degree to which the results of a research study can be confirmed by or corroborated by other researchers and that they are not made up by the researcher (Anney, 2014:277). Following the recommendation by several researchers (Anney 2014; Cohen et al., 2005; Shenton, 2004), confirmability in this study was achieved by use of an audit trail and a reflexive journal in which the researcher recorded the differences between the groups, how each question was dealt with within each group and the researcher's feelings and outcomes of both discussions.

3.5 ETHICAL CONSIDERATIONS

Many ethical issues in relation to participants and the researchers' involvement in the research process abound. Conducting a research study requires a balance between the professional demands of uncovering knowledge and the responsibility of

protecting participants from any harm in the process. Due to the diverse problems that social scientists investigate, ethical issues have a potential to arise at any stage of the research. Hence the researcher had to ensure that she followed the guidelines provided in literature on the topic to minimise any potential ethical dilemmas.

All research conducted through Stellenbosch University must comply with several ethical considerations, particularly where human subjects are concerned. Section 7.3.3 of the Research Ethics Committee: Humanities (including Departmental Ethics Screening Committees (DESC), 2015) stipulates that a researcher must "ensure that research participants are well informed about the purpose of the research and how the research results will be disseminated and have consented to participate, where applicable". Permission to conduct this research was granted by the University of Stellenbosch ethics committee prior to commencement of the research. Trochim and Donnelly (2008) emphasise the role and importance of an institutional review board (IRB) in reviewing research proposals to protect researchers and ensure that research is conducted ethically.

The following are some of the guidelines prescribed by Cohen, Manion and Morrison (2011) that the researcher considered when conducting the research.

3.5.1 Informed consent

This implies that participants are made aware of their participation, their reason for participation, the purpose of participation, the type of information required from them, how they are expected to participate and why. Firstly, the researcher submitted a written request and the necessary permission to conduct this study was obtained

from the EPWP office of the Tshwane Municipality's' Region 6 in Mamelodi before any contact was made with participants (See Addenda 1 and 2). As soon as permission was granted, the researcher also sought permission from participants to contribute to the study. All the people who participated in the study individually agreed to their involvement by signing consent forms. None of them was coerced to participate and all were informed that they could leave at any time if they felt uncomfortable at any stage. Participants were advised that their participation is voluntary and they could exit should they wish to do so.

In addition to the consent process, several strategies were employed in this study as a way of minimising risk to participants.

3.5.2 Deception

Prior to conducting focus group discussions, participants were briefed about the purpose of the research, the role of the researcher and assistant, the research process and their role in the study. The intention of the researcher was to ensure that participants understood what the research was all about and that nothing about the study was hidden from them.

3.5.3 Anonymity and confidentiality

Anonymity refers to keeping the identity of the participants a secret in such a way that their identity cannot be traced. Jacobsen and Landau (2003) maintain that in a focus group, anonymity is difficult to uphold as study participants have an open discussion. However, the researcher emphasised the importance of keeping all discussions confidential. In addition, participants' right to privacy was upheld through

the use of pseudonyms and keeping the records confidential. Only the researcher and her supervisor had access to generated data. The data is stored on a password-protected computer to which only the researcher has access.

At the beginning of the discussions, participants were advised as follows:

> We must agree that all the discussions should remain within the group and not be discussed with people outside, whether family or colleagues. In addition, it important to note that whatever we disclose may lead to disharmony at work.

However, the researcher understood the complexity relating to confidentiality in a group setting. Even though it was encouraged, as a researcher, one is not assured that all members of the group will respect it, particularly outside of the focus group. The participants were assured of anonymity and the research data was treated with confidentiality. To this end, participants were assigned pseudonyms to ensure that information shared in the discussions cannot be connected to them. During the planning of focus group discussions, the researcher “employed” an assistant to record the sessions, take notes and deal with logistics regarding venues and refreshments. The researcher briefed the assistant about the purpose of the research, the importance of confidentiality and her role in the process. To this end, the assistant signed an affidavit to commit to following the protocols of research.

3.6 SUMMARY

This chapter addressed key elements of the research design and methodology for the study. The reasons for the chosen research design and compatible data generation methods, sample design and sampling methods, data recording and

editing and, data analysis were detailed. The rationale for the choice of focus groups as a method of data generation was discussed in detail. The issues of ensuring rigour, data verification and ethical considerations also received attention. The chapter that follows addresses the results and key findings of the research study.

CHAPTER 4: RESEARCH FINDINGS AND DISCUSSION

4.1 INTRODUCTION

This chapter presents the research findings and the discussion on these findings to illuminate participants' perceptions of the studied phenomenon. The findings of the study are derived from data collected from 13 participants of an EPWP waste management project in Mamelodi. The researcher analysed the exact words spoken by participants so as to present their views and not that of the researcher. Information that was relevant to the study was highlighted and synthesised through coding and organised into categories and themes. All the emergent themes gave meaning to the overall phenomenon as experienced by the participants involved.

Of particular significance to the study was that the research findings indicated that all participants started in the EPWP after the date of the implementation of the new Training Framework which is the timeframe in which the researcher was interested. Therefore participants were able to present their views of the phenomenon in relation to the specific period in question. As discussed in chapters one and three, the aim of the study was to answer the following research question:

What are participants' perceptions of the training received during Phase 2 of the waste management EPWP in Mamelodi?

The analysis serves to highlight the perceptions of participants under the research sub-questions to ensure that the views of participants were analysed against the objectives of the study:

- Recruitment process
- Reasons for participation in the programme

- Training: Induction and on-the-job training
- Training that could be of benefit to EPWP beneficiaries
- Benefits of participation in the EPWP.

4.2 RESEARCH DESIGN LIMITATIONS

This is an interpretative study which employed the use of focus group discussion to generate qualitative data and analysis methods. There are various design limitations in this study.

4.2.1 Sample size

The number of participants in this study could be considered small to have generated enough data to ensure a representative distribution of the EPWP "Vat Alles" population. It is a limitation as it may not be considered representative of groups of people to whom results could be transferred.

4.2.2 Lack of available data

There was insufficient data specifically on the "Vat Alles" project. There is a need for future research on the project or data on the phenomenon could be obtained differently, i.e. from the CTMM directly.

4.2.3 Lack of prior research studies on the topic

The study examined participants' perceptions of training after the implementation of the new 2012 Training Framework. After extensive search, no studies were found dealing with EPWP beneficiary training experiences in relation to this framework. The framework is a significant model that must be used by EPWP implementers and

contractors to guide them in the implementation of training. The limited the gap in research on the framework presents an opportunity for further research on it.

4.2.4 Measures used to generate the data

After completing the analysis and interpretation of the findings, the researcher discovered that the focus group alone may not have been the best method to generate data. For example, follow up face-to-face interviews with individuals may have clarified some issues that were not clarified in the groups or were not discussed extensively. In addition, some question needed to be answered by project leaders who were excluded from the study. In future, researchers should gather data from a variety of stakeholders to obtain richer data.

4.3 PARTICIPANT PROFILES

The participants' biographical information provided in Table 4.1 was compiled from information provided during the focus group discussions. Participants of the study were all beneficiaries of the "Vat Alles" EPWP waste management project in Mamelodi. They were all unemployed without any source of income prior to joining the EPWP. The sample included seven males and six females in total, with ages ranging between 28 and 49. One male was a person living with a disability. The definition of youth in South Africa is based on the mandate of the National Youth Commission Act (1996) and the National Youth Development Policy Framework which defines youth as those falling within the age group of 14 to 35 years (South African National Youth Policy, 2015). The South African definition of youth is consistent with the definition of youth contained in the African Youth Charter, which defines youth as those between the ages of 15 and 35 years (ibid). Therefore, the

majority of participants (n = 8) can be categorised as “youth”; of those, six were women. Below are not their actual names, and there is a limited chance that they could be identified.

Table 4.1: Participants’ biographical information

Number	Pseudonyms	Gender	Age	EPWP cohort	Education level
Group 1					
1.	L Babeile	M	49	2015	Grade12, plus pipe-fitting certificate
2.	D Masoga	M	48	2015	Grade 10
3.	S Mokoena	M	33	2015	Grade 11
4.	P Mahlagu	M	30	2014	Grade 10
5.	R Mazwai	F	33	2012	Grade 11
6.	S Madlovu	F	42	2013	Grade 12, Computer Literacy certificate
7.	N Mahlaku	F	43	2015	Grade 12, plus secretarial course
Group 2					
8.	M Mokwale	F	35	2012	Grade 11, plus computer course
9.	T Monnyela	M	32	2014	Grade 11, IT courses
10.	T Kauza	M	36	2015	Grade 11, business, water recycling
11.	P Kanyane	M	28	2015	Grade12 , plus IT courses

12.	B Mufuri	F	33	2015	Grade 12, plus computer courses
13.	B Choku	F	34	2012	Grade 10

4.3.1 Participant qualifications

The education levels above had already been achieved prior to participants joining the EPWP. External courses that they attended during the EPWP are not included on the table. In terms of qualifications, the data revealed that of the 13 participants, five participants (comprising two males and three females) have a Grade 12 qualification. Of the two males, one has a pipe-fitting certificate and the other completed information technology (IT) courses with no certification. The other five completed school at Grade 11 (three males and 2 females) and three had undergone some skills courses prior to joining the EPWP. A further three, two males and a female, completed schooling at Grade 10; none of them had undergone any skills training. Of the five females, four have undertaken computer courses without certification and one of them has also completed a secretarial course. At least half of the participants have undergone and/or engaged in some non-formal post-school education to upgrade their knowledge and skills.

4.3.2 How participants were recruited into the programme

The “Vat Alles” project was launched in May 2012 with the aim of employing the indigent people in the CTMM to engage in meaningful work whilst earning a stipend and receiving training. Both focus groups had participants who started in 2012(3), 2014(2) and 2015(7). The one participant in Group 1 started in 2013. The researcher was able to get a view from different cohorts in both focus group discussions. According to the provided information, all beneficiaries commenced participation

during Phase 2 of the programme. All participants had previous work experience prior to joining the EPWP but had been unemployed before joining “Vat Alles”. The Training Framework had already been launched in March 2012 before they all started on the programme. The researcher sought to uncover how beneficiaries were recruited into the programme to assess whether the recruitment processes employed in “Vat Alles” project were in line with the EPWP objectives, particularly the City of Tshwane Metropolitan Municipality (CTMM) EPWP indigent policy.

The findings of this study from both focus group discussions indicated that there was no uniform process that was followed in the recruitment and selection of beneficiaries to ensure that they were persons from indigent households as per the City of Tshwane’s indigent policy guidelines. The selection was neither transparent nor did it conform to legislative stipulations. Participants from both groups and all the cohorts mentioned that different processes were employed in recruitment and there was no clear format used for selection. The data reveals that political affiliation and interference had a bearing in the selection process. Other participants were incorporated after staging protests actions and unrest to force participation in the project.

Two participants who joined the “Vat Alles” project in 2012 were part of a group of volunteers who were asked to volunteer for six months prior to them being employed in the project. They mentioned that their initial participation was purely altruistic. M Mokwale mentioned that:

> *… a girl called M, came to us that they are looking for people to volunteer, but you volunteer for six months, then we went and we volunteered, when we got there, we picked papers without money … we wanted to keep Mamelodi clean.*

The other three participants were part of the Entrepreneur Development and Skills Development project, commonly known as CapaCiti project, from 2009 to 2012. CapaCiTi is part of the Cape Innovation and Technology Initiative (CiTi) which was established in 1999 in support of the Cape Town tech ecosystem and skills development. The programme has since expanded and is recognised as the most productive on the African continent (http://www.citi.org.za). According to the three participants who were in CapaCiti, the then Executive Mayor of Tshwane terminated the CapaCiti skills development project to make way for "Vat Alles" project. T Monyela said:

> *The mayor stopped CapaCiti so that he can start his own programme; this "Vat Alles".*

They further mentioned that the mayor had promised them permanent employment in the City after the CapaCiti contract was terminated. The CapaCiti contract was terminated in 2012 prior to the launch of "Vat Alles" project. Three participants from the CapaCiti project were unemployed after the contract was terminated. According to them, they together with their colleagues embarked on several protest actions for months to force the City of Tshwane to employ them. According to participants, some of the CapaCiti participants were eventually employed in the "Vat Alles" project from 2012 onwards. Participants mentioned that without their active participation in protest action, they would have returned to unemployment and subsequent poverty. The participants that were previously from CapaCiti were the most vocal and interactive. One was in the first focus group and the other two were

in the second focus group. Because of the presence of previous CapaCiti participants in both groups' discussions, deliberations were made richer and therefore more data on the topic was gathered. This is a view from a participant in Group 1:

> *… me, "Vat Alles" I started to work in 2013. But for us to work in "Vat Alles", we are from CapaCiti, we were working with a contract, it was a contract with City of Tshwane, from 2009- 2012, and we were waiting for them to get other posts in the municipality* (S Madlovu).

A second participant in Group 1 said:

> *Here at "*Vat Alles" *I entered in 2014, and actually I entered after S, we are from CapaCiti, ja and then, the way S explained, the same way, they told us that exactly that way,* "Vat Alles"*, to be honest, we did not want to come.*

The participants discussed their sadness and dissatisfaction when the CapaCiti contract was terminated. Participants revealed that the CapaCiti project had more skills development opportunities and scope for growth as mentioned by T Monnyela:

> *From CapaCiti, CapaCiti truly took you to operators, we came here as machine operator, rubbish, grass cutting, and these of working on the roads, were using them those things.*

The 2015 "Vat Alles" project participants indicated that they had also forced their way into the EPWP after working for an independent contractor who was delivering projects on behalf of the City of Tshwane. Seven of the study participants were part of the Reitiretse Carwash building project which was contracted by CTMM to

construct a community car wash. According to participants, they were contracted from July 2015 and terminated at the end of November of the same year after project completion. With the prospect of unemployment looming, the carwash employees also embarked on several protest actions to force the city to employ them. They emphasised that the only way they could get employment was to embark on protest actions, as is evident from the following quotations:

> … *but for us to be here, we fought, we marched, we did strikes, making sure that at least we get these jobs* (D Masoga).

> *We, "*Vat Alles*", we fought to get in" (*N Mahlaku*).*

Participants from the Reitiretse Carwash project were subsequently incorporated into the "Vat Alles" waste management project from December 2015 after protest action. Participants believe that should they not have embarked on protest actions it was unlikely that they would have been considered for the "Vat Alles" project. The data regarding protest actions came up in both focus group discussions; participants felt strongly that their actions were fruitful in getting them included in the EPWP.

The findings regarding protest actions and community unrest associated with inclusion in projects are consistent with the findings from a study by Moeti (2013) who mentions that community members embarked on protest actions to force their way into EPWP projects. Moeti (2013) further mentions cases wherein community liaison officers were threatened with violence because some community members felt that everyone had to be given the same opportunities of employment in the projects. Participants said that political affiliation and activism should not be the

criteria for inclusion in projects. The participants who started in 2012 and some who started in 2015 mentioned that their affiliation to a political party brought opportunities for volunteering; hence their participation in the EPWP. Some participants revealed that they were members of the ANC or knew someone in the organisation. One participant said:

> *I am a member of the local community committee of the ANC, so the ward councillor came and told us about the project* (S Madlovu).

Another participant said:

> *Me too, I was included by a certain brother, anyway it's a boy from our street the name is N, also my neighbour and we go to ANC things, so the project, when it was opened, it happened that he became a coordinator, and he was told that he must bring people* (D Masoga).

Therefore those with political connections seemingly had a higher chance of being recruited in the programme, whether they came from indigent households or not. The findings of the study are consistent with conclusions from Moeti's (2013) study who also found that ward councillors had an influence on the compilation of lists and the processes concerned with the recruitment of EPWP participants in communities. Dallimore, (2016:178) points out the necessity to question the assumption that because the ward councillor and ward committee are 'closer to the ground', they are therefore in a better position to identify the neediest in the ward. This assumption of the proximity of ward councillors to the community allows ward committees to act as gatekeepers, and for politicisation to take over (*ibid*). This was evidenced in this

study as some participants were recruited based on their close proximity to ward councillors.

The EPWP Report (CTMM,2012:1) also mentions that threats of violence were not only directed to the community liaison officers, but some people would often come to the worksite and threaten to stop projects, as was also implied by participants of this study. Political interference and affiliation have several implications that may limit the impact of the programme on the broader community. By implication, people who are connected to a certain political party are more likely to stand a chance of being recruited regardless of their economic status. In addition, party patronage has been linked to the poor and unemployed paying bribes or campaigning for a particular political party in exchange for work (Dube, 2013).

Only one participant mentioned that he was recruited following a house-to-house recruitment drive conducted by a community liaison officer who went around their ward identifying indigent households. The participant mentioned that:

> *They were going house-to-house saying they were looking for struggling people, who are poor, and then when they finished they said in the yard they take one person or two as they were going* (T Kauza).

The responses of the above participants confirm the different recruitment experiences of the “Vat Alles” project. The participants’ responses indicate that there was no clear recruitment policy in place to identify and select people as per the CTMM EPWP policy. Based on the participants’ responses, each project coordinator employed different recruitment methods. The participants’ responses are consistent

with findings of a study conducted on the implementation of the EPWP in the CTMM (Moeti, 2013). As currently operated, the CTMM EPWP recruitment is not effectively and efficiently coordinated to ensure that uniform processes are followed by all implementers and/or contractors.

Recruitment and selection strategies should focus on promoting coordination with all stakeholders to ensure unbiased and transparent processes. The status quo is open to abuse, nepotism and corruption which could result in more unrest and the destabilisation of projects that are needed by the targeted communities for improving their livelihoods. In addition, if fair and open processes are not followed, discontent is likely to manifest itself. This was the case when three of the participants stated that they were not happy to be in the "Vat Alles" project because they were hired under the false pretence of getting permanent employment. One participant said:

> *… and he(Executive Mayor) told us that in November they are going to start absorption and there is a confirmation letter that they came out that we are going to be hired permanently* (B Choku).

Another participant also confirmed that,

> We *were waiting for them to get other posts in the municipality - because they told us that we will get permanent jobs* (T Kauza).

However, all the beneficiaries selected for the "Vat Alles" project met the minimum requirement of the Code of Good Practice criteria for participation in public works. They were all South African citizens who reside in the catchment area of the project. In terms of targets, the majority of participants of the study were "youth" and they

included one person with a disability. However, there was insufficient targeting to ensure that the poorest households in the community benefited from the project. The poorest in the community should be sourced from the CTMM indigent population.. Moeti (2013) found that the CTMM had capacity challenges with the registration of people on the indigent list, particularly in townships and informal settlements. The seeming lack of an indigent list poses a challenge for EPWP officials to conduct a transparent and fair recruitment process. In this study, there is no evidence to suggest that the participants were from the poorest in the community.

The findings with regard to recruitment reveal the discrepancies related to recruitment processes. It is clear that implementers did not follow the guidelines of the EPWP recruitment and CTMM indigent policies. The findings of this study are consistent with those of other researchers who have also noted that some EPWP implementers do not adhere to the guidelines as set in policy documents, particularly with regards to recruitment and training (McCord, 2005; Moeti, 2013; Dube, 2013; Mogagabe, 2016). It is incumbent upon the CTMM EPWP office to ensure that recruitment processes are uniform across all EPWP projects to avoid inconsistencies which may compromise projects.

4.4 REASONS FOR PARTICIPATING IN THE PROGRAMME

Understanding why participants take part in the EPWP is important to appreciate how beneficiaries perceive and comprehend what the role of the programme is. The researcher posed the questions in both groups and participants had differing views.

For most participants, the reasons for participation were to escape unemployment and poverty. It was not surprising that participants were attracted to "work" in the EPWP as the official unemployment rate was reported to be 25.6%, while the broader rate of unemployment had risen to 36.8% in August 2013 (Statistics South Africa, 2016:15). Participants mentioned that it is better for them to be in the EPWP than being at home doing nothing as per some of the comments that follow.

> *For me it was, I saw that it was better than staying at home because that time when I was working at the car wash, the father of my children was sick, he is got TB so I saw that instead of just being at home without work it's better that I come to work here so that I may be able to buy my children food; it was better than staying at home* (N Mahlaku).

> *I look after the family, I pay societie. I buy electricity, food and then…* (N Madlovu).

> … *cause I don't want to stay at home. I pay for rent and like it helps rather than to sit, that there is something that I earn at the end (*R Mazwai).

L Babeile mentioned that his passion was gardening, so when he heard about the opportunity to volunteer on a cleaning campaign, he joined. He said:

> *I saw it this way; I am a person who works in gardens*, *I love nature, so I thought I can help.*

4.5 TRAINING

A discussed in chapter two, since the inception of the EPWP in 2004 training has been regarded as a key component of the programme. However, the approach to training in Phase 2 changed, and training was considered as non-mandatory, project-specific and implemented at sub-programme level (Lieuw-Kie-Song (2009:17). It was therefore important for the researcher to understand participants' views concerning the type of training they had received prior to them starting work on the project and the kind of training received whilst on the job, if any. Additionally, it was also important to solicit participants' views regarding the nature of training they believed would be of benefit to beneficiaries of a waste management EPWP. Refer to Addendum 2 for the types of questions that were posed to spur group discussions.

4.5.1 Induction/Prior training

Prior training is a requirement stipulated in the 2012 Training Framework (Department of Public Works, 2012:9). The framework emphasises the need for implementers to conduct theoretical and practical learning before commencement of any project (*ibid*). In response to the question regarding induction training, participants had diverse views and experiences. Participants who started in 2012 stated that they were neither briefed nor given any details about the EPWP, their roles and responsibilities, or what was expected of them; whereas some who started later in the project confirmed that briefings were held and they were made to understand what the project entailed.

One participant mentioned that they were properly briefed about the EPWP upon starting. P Kanyane had this to say:

> *They, when you sign a contract, they tell you, actually they don't hide, they tell you this is just a programme, they tell you that it is a skills development programme, you see.*

P Kanyane further confirmed that their project leader explained the purpose of the EPWP and what the policy states regarding the contract duration.

Mokoena elaborated further:

> *If I remember well, in the middle here, they spoke about it in the meetings. They used to say, they want to have skills development, is not a job for long it's actually a job for six months.*

On the other hand, other participants had different experiences. They maintained that there were no interviews or meetings held with them to discuss employment details and contracts. This is what the participant had to say:

> *Here at "Vat Alles", I used to work at the car wash, ja, ja, then they took us and threw us into "*Vat Alles*" … when it came, Dec 1st they started to enter us into the EPWP, they made us fill their forms and we came under them* (L Babeile).

According to the participants, they were just given contracts to sign, tools to start work and nothing more. One participant mentioned that:

> *When it came, Dec 1st they started to enter us into the EPWP, they made us fill their forms and we came under them* (D Masoga).

The lack of induction was confirmed by another participant who said:

> *No, there was no training; they just gave us equipment to work* (B Mufuri).

Similarly another participant had this to say:

> *We were never inducted to tell that at work you are not supposed to do this and that; they just assumed that because we are people, we would know* (R Mazwai).

Another participant stated as follows:

> *We, they just gave us a picker, to pick up papers, it ended there. It was not a difficult thing, they brought us pickers, gloves and masks and said here are they, go and work with them, you are going to pick up papers and we said ok* (S Ndlovu).

A response from one participant summarises induction into “Vat Alles”:

> *Then they took us and threw us into “*Vat Alles” (L Babeile).

Without induction training, participants confirmed that they lacked the necessary skills and knowledge around environmental issues and good waste-management practices. They were therefore not empowered to work efficiently and could not adequately respond to the dangers associated with their jobs. Consequently, they engaged in activities that posed a threat to their health and safety. Participants reported going into dangerous areas to pick up waste. As a consequence, some were bitten by snakes, stung by poisonous insects and exposed to hazardous waste. In the absence of first aid training, participants were unable to adequately respond to exposures. B Mufuri explained what used to occur prior to training:

> *… cause you know us in the past we used just enter everywhere, just enter and work everywhere, as long as you see dirt, you just enter, even in the rivers, you just fall in, and find yourself hurt.*

This is how another participant described the activities:

> *Now they used to tell us "Keep Mamelodi clean", so we used to enter everywhere like, looking for where it is dirty, then we pick up there* (D Masoga).

Another participant mentioned that:

> *We used to work in illegal dumping, he* (*project leader*) *used to tell, if you enter a dumping and then you work and cause they give us enough plastics and we don't understand about plastics, whether they are enough or what, when we arrived, we just burned stuff* (M Mokwale).

Of grave concern to them was the lack of attention and positive response by EPWP management when such incidents were reported. Participants mentioned that officials never attended nor advised them on what steps to take when an injury occurred. Their discontent was captured by B Mufuri as follows:

> *And one thing that is hurting is that a person is bitten by a snake and you call the authorities and tell them that a person has bitten by a snake, they say "Sorry, we will do something" but there is nothing that they do.*

The prior training that was meant to prepare them for work was delivered only late to the project resulting in uncertainties about work procedures and casualties. During the said training, they mentioned that they were trained in the following:

> *… things of the environment* (P Mahlagu).
>
> *… and to wear PP (protective gear)* (T Monnyela).

They concluded that if training has been conducted earlier:

We would have learnt a lot, some of the mistakes would not have happened (B Mufuri).

They agreed that the knowledge gained during the two days of training could have prepared them well for the job, including how to avoid the dangers and hazards they encounter on a daily basis. Nonetheless, they were able to implement the lessons and knowledge gained from the course. After the deliberations around induction training, the groups discussed on-the-job training.

4.5.2 On-the-job training

On-site training refers to the theoretical, practical and workplace components of training which are carried out during project implementation. The training enables workers to acquire and apply skills immediately on the job. On-the-job training may be delivered formally or informally whilst workers are performing their tasks. At the launch of the "Vat Alles" project, the then Mayor reiterated the need to employ beneficiaries for a longer period and that beneficiaries should "receive accredited and non-accredited training with most of the training being provided in-house by the Tshwane leadership and management academy" (Mbanjwa, 2014).

Some participants indicated that they were informed about planned skills development initiatives at the beginning of the contract and were made aware that the EPWP is a skills development programme and not formal employment. According to participants, EPWP officials also emphasised the importance of training and skills acquisition in regular project meetings. One of the participants said:

> *Skills development, X* (*the coordinator*) and then even when they come here, when we fill in *our contracts they sometimes tell us that skills development is going to come. They say they are going to meetings and then when this contract comes to an end, one must not just go* (M Mokwale).

However, the findings revealed that the only formal on-the-job training organised by the EPWP in the "Vat Alles" project in Mamelodi was the two-day training that was supposed to be delivered prior to participants starting on the project. The two-day training included health safety, environmental awareness and waste picking and sorting. Participants acknowledged that although the so-called "induction" training was conducted later, participants voiced their appreciation of the training. The training included relevant topics that were of benefit in their work. They mentioned that the knowledge gained from the health and safety course proved relevant to their job and could be used beyond the EPWP.

In the absence of further training opportunities within the "Vat Alles" project, some coordinators encouraged beneficiaries to find external training in which they could participate whilst still in the EPWP. Subsequently, participants with no computer literacy were able to attend free computer training courses that were offered in one of the community skills centres. Another participant was allowed to take leave on Wednesdays in order to attend private health and safety classes. However, a participant suggested that attendance of classes was dependent on the type of relationship one had with their coordinator. They mentioned that if a person was on good terms with their coordinator then study arrangements could be accommodated during work time. This is how they explained it:

> *And anyway you must have a good relationship with your coordinator so that you can say I am going to school, on such a day, so that you can take off* (P Kanyane).

Other coordinators took the initiative to conduct some informal training. For instance, one participant indicated that their previous team leader used to conduct "instruction" training every morning before they started work. At the beginning of each day they would go through health and safety issues, including CPR training. The participant stated:

> *Our first coordinator X, he used to make us do it, like he used to make us do "induction" before we went out to work; he used to tell us that about safety* (M Mokwale).

One participant mentioned that their coordinator told them that:

> *Because you want to have skills, go there and then so that you can get something, don't just sit, because you don't know when you are here, where are you going with this job* (R Mazwai).

However, participants mentioned that not all coordinators were supportive of learning. Some coordinators and team leaders were sceptical about them attending classes, suspecting that they were bunking work. T Monnyela mentioned that:

> *Sometimes they don't believe that you are going to school, like the way P Mahlagu is going to school on Wednesdays; sometimes even other workers do not believe that you are going to school. They say that you are lying. They make us work hard.*

One participant challenged the view that the EPWP did not offer any learning opportunities. This participant emphasised that the EPWP did present an opportunity for the youth to complete their schooling. The participant said:

> *But, EPWP did do, last year, for those without Matric (*Grade 12*), but they were targeting youth who are under the EPWP, and then they take you to school so that you can to upgrade my education and so you pass Matric* (Grade 12) (P Mahlagu)

Although this opportunity to complete schooling was presented, however, the offer was not taken up by most:

> *A lot did not go* (M Mokwale).

The younger participants mentioned that they regret not responding to the opportunity as they are keen to complete their schooling. One of the younger participants ventured:

> *You see just like S put it to go to school; we don't have matric you see. They must just give us another chance to complete matric* (R Mazwai).
>
> *I want to go back to school, to finish school* (P Mahlagu).

One participant argued that although some beneficiaries were willing to study, family responsibilities and life challenges hindered their progress. One of the male participants said:

> *Also it's the matter of not that they don't want to go to school; maybe is a matter of they taking care of children, they have children, looking after grannies, something like that* (P Monnyela).

One member suggested that the lack of skills development opportunities may be attributed to:

> *… things not being well in the office* (P Kanyane).

By this remark, the participant was suggesting that there was disorganisation in the management of EPWP projects. In a study by Moeti (2013) it was also found that the CTMM had experienced challenges with regard to training within the EPWP project. Some of the challenges that Moeti mentions relate to tenders not being specific regarding training and lack of capacity within departments to effectively monitor projects. Moyo (2013) also alludes to training challenges in his study of the EPWP projects in Modimola. Moyo (2013:154) found that initially training was outsourced to a local college and thereafter moved to the DoL who could not provide the technical training. As a consequence, training was transferred to supervisors in the form of mentoring and coaching with minimum success.

The researcher believes that although there may be challenges with regards to training delivery, the importance of training and skills development on EPWP projects cannot be underestimated in ensuring that participants exit EPWP projects with the necessary skills for the labour market. Training should be prioritised to realise the objectives and goals of the EPWP and related skills development initiatives. The participants in the study made recommendations as to the type of

training that would be of benefit to EPWP beneficiaries. This is discussed in the following section.

4.5.3 Exit training

As discussed in chapter two, training for exits was considered optional (Mabuza, 2014). Since the launch of the "Vat Alles*"* project in 2012 no exit training has been conducted. The then Mayor reiterated that longer duration contracts should be introduced in order to alleviate poverty. All of the participants had been in the EPWP for over two years and some for over five years. Participants understand that the EPWP is of limited duration as a skills development programme and is not a "job".

Due to high unemployment in the country, beneficiaries of EPWP projects prefer to remain in employment due to the unavailability of jobs in the labour market. In the WfW EPWP projects in the Western Cape, Hough and Prozesky (2013) found that participants became financially dependent and were reluctant to leave the programme due to the perceived "job security" of the EPWP. This study also found that although participants are aware that EPWP is meant as a short-term initiative, they appreciated being in the contract for a longer period because of the "job security" in the "Vat Alles" project. They also remained hopeful of being employed by the CTMM. One participant even ventured to say:

> *They must just take us because we are part of them now* (D Masoga).

4.5.4 Recommended training for EPWP beneficiaries

With regards to the type of training participants believe could be of benefit to EPWP beneficiaries**,** the responses to the questions revealed the diversity of participants'

backgrounds. The “youth” and older participants held different views as to the type of training required for EPWP beneficiaries. Women participants preferred computer courses to be made compulsory. Likewise, their responses also differed according to their educational backgrounds. However, participants were in agreement that training must be tailored in line with beneficiaries’ profile, their desires and interests. One participant said:

> *They were supposed to ask you, what are you interested in, in building or what? So that you register, so that when the job is finished, you have a certificate in welding or something* (P Kanyane).

In order to tailor training to the needs of beneficiaries, L Babeile suggested that implementers must understand participants’ backgrounds and the type of training required:

> *I was a person who operated machines, front loader, bobcat, so that’s the type of training that will make me happy for that; maybe I can find myself cleaning a dump site working with a municipality loader training for that.*

In Group 2, the same sentiment was expressed as follows:

> *I see it that way, to operate, training for operating machines. Because I used to work with machines from CapaCiti, I know about machines* (T Monnyela).

One of the participants with a Grade 12 qualification reiterated the necessity to be exposed to opportunities for further studies. One participant had this to say:

> *Like let’s say I have a matric, they must just give us an opportunity to do what I want to do so that I can go back to school* (B Mufuri).

Although all participants revealed their need for permanent employment, the older participants emphasised gaining permanence in a post over educational opportunities. They mentioned that the only skills development initiatives they would be interested in are those applicable to the functions within CTMM. These are the words of one:

> *What we want is the training to make us part of Tshwane* (D Masoga).

Another said:

> *What I want is training on landscaping because it goes hand in hand with what I did* (L Babeile).

Babeile indicated that he had previously been employment as a landscaper and does part-time work as gardener in the township to earn extra income. The diverse needs of participants are also noted by McCord (2005:580), who argues that offering homogenous training is unlikely to meet the diverse labour market needs of the many different categories of the unemployed.

The 2012 Training Framework encourages implementers to plan training carefully (EPWP, 2012:9). For instance, implementers have at their disposal training content in matters relating to waste and environmental awareness. However, despite the programme's intentions, neither a proper needs analysis nor tailor-made training opportunities were provided in the studied context.

In addition to tailoring the training according to individual needs, participants suggested that EPWP induction training be made compulsory in order to learn about

job expectations and requirements upfront. The participants also suggested content contained in the 2012 Training Framework, e.g. HIV/Aids, drugs awareness, health and safety, and skills relevant to waste and environmental projects and mentioned brush cutting and chainsaw operating. For example, B Mufuri said:

I think first aid can enter, maybe health.

This view was supported by D Masoga who added, *I think first aid and things such as HIV/Aids, and they fall under health.*

Their suggested interventions also fall in line with the Environmental and Social sector training outline which includes:

- Health and Safety
- First aid training (EPWP, 2007:36).

Training on HIV/Aids is crucial as it is having a devastating impact on South Africa, particularly in poor communities (Rosenthal & Khalil, 2010). Participants argued that HIV/Aids and drug awareness training are imperative because of high incidences of HIV infections, Aids-related deaths, and high levels of drug abuse experienced in the community and country at large. According to Triegaardt (2009), the rapidly changing patterns of mortality and morbidity due to Aids meant that already poor households were pushed even deeper into poverty; many poor people experienced poor health and died young. Therefore HIV/Aids awareness is crucial to help curb the rising tide of infections.

The respondents also suggested that health training should include topical issues such as,

> *… drinking and using drugs, a person coming to work drunk, it's not wanted, even smoking dagga, drugs is not wanted* (D Masoga).

It is not surprising that the issue of drugs was raised by participants. The abuse of drugs, particularly "nyaope", is one the main challenges facing the township of Mamelodi currently. The drug emerged in the early 2000s in the townships of Soshanguve and Mamelodi in Pretoria; over the years many young black people have become addicted to the drug (Conway-Smith, 2013; Mbanjwa, 2014; Tuwani, 2013). Training within projects is possible because training content and guidelines are available to implementers of waste management projects. According to Moeti (2013), some departments in the CTMM have developed training specifically for EPWP projects and that can be accessed by project implementers.

4.6 BENEFITS OF THE PROGRAMME

The last question that participants were asked related to what they considered as benefits of the programme. The initial response from both groups was that there were no benefits associated with being a participant in the EPWP. However, upon my probing further and them reflecting, participants then mentioned a few advantages of participating in the EPWP. In one group an intensive debate arose on what may be regarded as a benefit. Most participants in Group 1 believed that benefits include perks such as medical aid, permanent employment and a better salary. However, after the discussion they acknowledged that it was better than being at home. As one participant mentioned:

> *But so far it helps, cause I don't stay at home, I pay for rent and like it helps rather than to sit there* (L Babeile).

Participants first acknowledged the benefit of receiving a regular stipend as opposed to unemployment and not having other means to earn an income. Participants mentioned the following in relation to the stipend:

> *At least it can give bread, that little bread for things such as rent, electricity, but that money comes and goes* (D Masoga).
>
> *There is something that I earn at the end even though when the money comes it just passes, but it bridges here and there* (L Babeile).
>
> *The fact that you get a stipend, it's not a lot of money per se, you can't buy a car or anything, but the little you get goes a long way cause you get to support your family at home; and even the children when they go to school, you can give them money at least so that they have something to take to school* (P Mahlagu).

Similarly, M Mokwale responded:

> *We are able to raise our children, give them food, it's better than nothing. We cannot say we earn that much, that little cent I believe that women are able to do a lot of things, she is the one able to think for children, that they must eat, not sleep without eating … than go out and go seek money elsewhere*.
>
> *With the money, I pay society* (*stokvels and burial schemes*) *and I feel better because I am helping* (M Mokoena).

With the stipend they were able to clothe and feed their children, pay school fees and participate in community activities such stokvels (group savings) and funeral schemes. Secondly, they mentioned their gratitude for participation in a job that

positively impacts the community. Thirdly, they communicated their gratitude for having work and the dignity that employment had brought to their life, as is evident in the following responses:

> *The benefits it's a fact when you are in the in the EPWP, as they say what they want to do. It's easier to enter into the municipality, cause you have a pay number, the work experience at least counts* (P Mahlagu).
>
> *I have always wanted to get into Tshwane; there is no way that I can stop working; say I don't want to work* (T Kauza).

Secondly, they agreed that the little training they received and the knowledge gained assisted them in performing their job with caution and attending to health and safety guidelines. Some of the responses were as follows:

> *And training-wise, with work issues you are able to have an understanding unlike if you don't work, if you don't know that there are laws here at work, there are things like leave, annual leave, maternity and stuff like that* (P Mahlagu).
>
> *As previously mentioned health and safety… he* (*project leade*r) *used tell like, when a person fell what you must do, teaching us how to perform CPR* (M Mokwale).

In conclusion, participants mentioned that the EPWP afforded them the opportunity to network amongst themselves and with other project stakeholders. They expressed the following:

> *Another thing that we benefit from is that we meet a lot of people, meet a lot of people, we share ideas, ehh, like now there are projects that we are doing in schools. We are able closely to speak to other people directly and people that*

> *can help us with information where we want and if we were not working at the EPWP, maybe such thoughts, we would not have such ideas. You are able to meet a lot of people, networking, if we were not working* (T Monnyela).

Through their established networks some were able to save up money for a business as per the following quote:

> *That a little money that we decide to start a business of fixing phones, and do … at least we have money, maybe if they could sacrifice at least a R100 or R200 to do something for something that they want to do , it's not a matter of that they don't want to … I know how it is* (P Mahlagu).

Based on these responses, the study has revealed that participants on the "Vat Alles" project received inadequate on-the-job training as espoused by the Code of Good Practice. Neither guidelines in the skills plan of the environment and culture sector nor those of the new training framework had been observed. However, the participants expressed gratitude at being in a programme that pays a stipend that allowed them to contribute to the upkeep of their families. The programme had also exposed them to several initiatives that they would not have been exposed to if they had not been in the EPWP. One of the initiatives mentioned by two participants included a part-time job at a local school with computer support to which they were referred by one of the project leaders.

> *X* (*project leader*) *told us to speak to Principal X … I am at a school now, so I help with computer* (T Monnyela).

M Mokwale also mentioned a computer course that she had attended as a result of information shared by a project leader. This is what she said:

Yes she not only told us about the computer course … she used to find out for us and we went.

It is crucial that project implementers understand EPWP objectives and put implementation plans and resources in place for adequate recruitment and training. The EPWP is explicit regarding the intention of the programme. It is therefore imperative for all stakeholders to contribute towards skills development in the country.

4.7 SUMMARY

In this chapter the findings of the study were presented based on data generated related to participants' views of the phenomenon. The discussion served to interpret the research findings. The study found that training in the "Vat Alles" EPWP project in Mamelodi had not been fully implemented according to the stipulations of the Code of Good Practice for Employment in Special Public Works, the 2012 Training Framework and the CTMMs' Indigent Policy. As discussed previously, the Code of Good Practice and the Indigent Policy have specific guidelines for the recruitment of people into EPWP. However, data obtained from participants suggests that the process of recruitment into the programme did not fully adhere to the guidelines contained in the policy documents. The flouting of policy has implications for the objectives of the programme in relation to poverty alleviation for a specific group of people in the country.

The study found that the training delivered did not follow the guidelines of the Training Framework and was inadequate to make any impact on participants' ability

to leave the programme with skills for formal employment or start their own businesses. This state of affairs suggests that the Training Framework was not considered for reasons unknown to the researcher due to the scope of the study. The following chapter will provide concluding remarks from the study findings, policy and practice and future research.

CHAPTER 5: CONCLUSIONS, POSSIBLE IMPLICATIONS AND LIMITATIONS

5.1 INTRODUCTION

As discussed in previous chapters, this interpretive research study explored the perceptions of beneficiaries of the "Vat Alles" waste management EPWP in Mamelodi, Tshwane regarding the training received during Phase 2 of the programme. This study has been organised into five chapters. The first chapter set the scene by introducing the research problem, and outlined the research process that would guide the reader to the study conclusion. The purpose of Chapter 2 was to identify what is currently known on the phenomenon under study and the gaps in literature. Chapter 3 details the research methodology and method employed for data generation and analysis. The fourth chapter answers the research questions by presenting the findings from the generated data and a discussion on the findings followed. This chapter provides concluding remarks from the study findings and then foregrounds some of the study implications for theory, practice, and some implications for practice, policy and future research.

5.2 CONCLUSIONS

Conclusions of the study are based on the data and findings discussed in Chapter 4 and presented according to the research questions that were posed to understand participants' perceptions of the phenomenon. Therefore suppositions of the study will be discussed under the headings that follow.

5.2.1 Recruitment

As discussed in Chapter 2, the EPWP policy, the CTMM Indigent policy and the Code of Good Practice for Special Public Works state that contractors and

implementers of the programme must recruit people from poor households, mostly youth, women, and people living with disabilities. The CTMM goes further to suggest that participants must be selected from households listed on the indigent list and recruited according to the guidelines as per the municipalities' indigent policy. The selected beneficiaries have an opportunity to gain skills and work experience and also receive a stipend to minimise the effects of poverty (Philips, 2004; van der Linde & Barry, 2011) and be offered training to enable them to enter into formal employment or start their own businesses.

Evidence from the study confirms that participants were at the time of the discussions still part of the "Vat Alles" EPWP waste management project which was launched in May 2012. Participants of the study are residents of Mamelodi and were recruited into the programme at different times; three started work in 2012 at the launch of the project, one started in 2013, two in 2014 and the majority started in 2015. Participants' start dates on the programme indicate that they had all started after the Training Framework was implemented in March 2012. The majority of beneficiaries who participated in the study can be classified as "youth" as per the National Youth Commission Act (1996) and the National Youth Development Policy Framework. Of the 13 participants, six were women and seven were men; only one participant was a person living with a disability.

The findings indicate that in terms of recruitment procedures, there was no uniform process followed to select beneficiaries. Only one of the study participants was recruited following the stipulations of the CTMM's Indigent Policy and the EPWP recruitment guidelines. The one participant was identified following a house-to-house recruitment drive by a community liaison officer identifying indigent households.

From the findings, it is obvious that political patronage played some role in the selection of beneficiaries. Recruitment was mainly facilitated by local councillors and community liaison officers who invited people with whom they worked in political structures. In other instances, some participants were recruited after participation in protests and incidents of unrest. As a result, the recruitment process was not conducted in line with the stipulations of the CTMM indigent policy which requires participants to be from households on the indigent list, with a monthly income of all household members that does not exceed the joint amount of two state old-age pensions, excluding any child support grant and foster care grant (CTMM, 2012).

The lack of direct targeting found in this study confirms evidence from literature as far as recruitment of EPWP beneficiaries is concerned. The literature review has indicated that recruitment of beneficiaries in the EPWP is often riddled with inconsistencies, incidents of community unrest and interference by political councillors (Moeti, 2013; Moyo, 2013). In this study the research results conclude that direct targeting was not conducted to ensure that only people from indigent households were recruited. Moeti (2013) maintains that the CTMM has been battling since 2009 to recruit people from the indigent list. Lack of capacity within the CTMM to register all persons qualifying as indigents has been cited as a key factor constraining adherence to the recruitment of indigents (Moeti, 2013:45).

The study's findings are similar to those in a study conducted by Dube (2013) who states that "recruitment procedures did not make use of direct targeting which helps to ensure that the neediest and most deserving people benefit from EPWP projects" (Dube, 2013:61). In this study, it could not be confirmed that income was transferred

to those who truly deserve the benefits. It is important that contractors and/or project implementers consciously follow the code of good practice and abide by the indigent policy with regards to targeting the most vulnerable, including people with disabilities. This will ensure that the neediest and most deserving people benefit from the EPWP.

5.2.2 Reasons for participation in the programme

It was also important to understand beneficiaries' reasons for participating in the "Vat Alles" project and whether they understood the purpose of the EPWP. Unemployment and poverty were cited as key drivers for participation in the programme. Participants mentioned that the EPWP presented an opportunity to escape rampant unemployment and the resultant poverty. Another reason stated by most participants was that the programme was viewed as a gateway to formal employment in the municipality.

5.2.3 Training

The main finding of the study relates to training, which is a key component upon which the EPWP is premised. The Code of Good Practice for Public Works and the 2012 Training Framework specify that beneficiaries must be inducted and offered formal training. Initially the training days were stated to be eight for every 20 days worked, and then later increased to 14 days. The 2012 Training Framework suggested that training ought to include induction, on-the-job training and contain exit training that may be facilitated at the end of projects. These exit opportunities may be facilitated through further learning and training initiatives specified in Chapter 2, section 2.5.4. In order to understand the training received on the "Vat Alles" project, the following questions were asked:

- What type of induction and on the job training did they receive?
- What type of training do they believe could be of benefit to EPWP waste management beneficiaries?

Findings from the study indicate that the “Vat Alles” project in Mamelodi did not implement the training plan as suggested in the 2012 Training Framework. There seemed to be no standard format that was followed with regards to the overall training on the project. Individual team leaders delivered training according to their knowledge, experience and outlook towards learning. Some team leaders delivered informal training and some encouraged their team members to attend external training offered in the community, whereas others were neither encouraging nor supportive of training and skills development. Despite the 2012 Training Framework and Code of Good Practice as guides for training implementation, it is obvious that the guidelines were neither followed nor enforced, although team leaders apparently spoke about planned training in meetings with beneficiaries. Consequently, participants have varied experiences regarding training in the “Vat Alles” project.

Most beneficiaries indicated that they had been on the project for over two years. However, during this time, some participants had received only two days of the formal “induction training”. According to participants, the training covered mainly health and safety topics which were delivered approximately a year into the programme. The said training was not accredited and no certificates were issued on completion. Consequently, participants would not be able to produce evidence of the training without any form of certification. Health and safety training delivered was specific to the job and valuable as a life skill, however, it was not adequate to make

any impact on beneficiaries' skills levels for employment outside of the EPWP. All the other training relevant to the sector and their job were not delivered as per prescribed courses identified in Chapter 2, section 2.5.4. Some participants had not received any official formal training since they started work on the EPWP.

It is evident that the 2012 Training Framework was not implemented for beneficiaries of "Vat Alles" in Mamelodi for all the cohorts of 2012, 2013, 2014 and 2015. If training had been planned and delivered timeously, according to the 2012 Training Framework, induction training delivered prior to commencement of work could have prepared beneficiaries for their jobs and possibly minimised fatalities. One participant mentioned that one of their colleagues was bitten by a scorpion and they did not know how to deliver first aid. Other than the two-day official "Induction" training, no other formal training was delivered on the job. Failure to deliver on-the-job training has resulted in beneficiaries missing the opportunity of gaining additional skills relevant to the environmental and culture sector. The lack of adequate training hampers the beneficiaries' chances of entering more formal employment or productive self-employment at contract termination.

Similar to evidence from other studies, such as those of Moyo (2013), Moeti (2013) and others, this study also found that while the training provided to workers in the "Vat Alles" project was valuable, it was insufficient to enhance either the participants' skills or the probability of employment after exiting the programme. McCord (2005) and Meth (2011) have argued that the short duration of training in EPWP projects is not enough to move participants from low skills to intermediate skills required by the South African economy. McCord (2005: 563) found that the training generally

covered soft skills on topics such as first aid and HIV/Aids, and not the essential high-level technical skills required in the labour market. Other researchers, such as Ndoto and Macun (2005) and Mogagabe (2016), further argue that the training on the EPWP is negligible to the extent that some beneficiaries do not recognise it due to absence of certification.

However, inadequate training is not the case on all EPWP projects. As discussed in Chapter 2, Mayombe (2009) noted successful infrastructure learnerships on an EPWP project in KZN wherein beneficiaries obtained skills that enabled them to find employment after six months of participation in the programme. In a study conducted by Mogagabe (2016) on the implementation and outcomes of the EPWP in Mabopane, she also found that all participants were in agreement that the project had provided them with skills even though the duration of the project was short. Only two participants in the study indicated that the agricultural skills provided were limited to seedling planting and was generic. The ECD training programme in the social sector was also identified as one where participants gained relevant skills for the job market (du Toit, 2005:669).

The researcher asked participants about the training that they regard as beneficial to EPWP waste management beneficiaries. The following was what they proposed. Firstly, some participants suggested that a training needs analysis (TNA) should be conducted to determine participants' levels of education and their interests. Secondly, based on the results of the TNA, participants suggested that project leaders and/or contractors together with the municipality should design the training according to participants' needs. They suggested that the training offered on "Vat

Alles" must be waste-management specific to cater for the job and prepare them for jobs beyond the project. In addition, participants suggested computer courses as most jobs require computer skills. Participants also mentioned that new venture and entrepreneurship training would be beneficial for them after exiting the EPWP.

Over and above the suggested training, most participants also indicated their willingness to attend any courses or training that would enhance their education and skills. Younger participants mentioned their desire to complete their schooling; some were interested in furthering their studies whilst the older participants were only interested in gaining permanent employment in the municipality. At the time of the discussions, participants were not aware of any exit strategies. They, however, welcomed the extended time on the programme due to the high unemployment rates in the country. According to participants, the EPWP is an instrument for poverty alleviation and exiting the programme would send them back to unemployment and therefore poverty.

5.2.4 Benefits of the programme

The study revealed that beneficiaries benefit from the programme in various ways. They mentioned financial benefits, i.e. the stipend that they earn, although small, is helping them meet their basic needs such as food, clothing, paying rent and school fees for siblings and children. Some beneficiaries mentioned that the income brings them dignity as they are able to participate in socially useful activities such as 'stokvels" (group savings) and burial societies to cover them in case of deaths. Participating in the project also brings them a sense of pride in participating in a community upliftment project, work experience and exposure to networks associated

with the EPWP. Some participants revealed that they were exposed to information and opportunities that are available in the municipality as a result of participating in the EPWP. Conclusions from the findings have possible implications for policy, practice and future research.

5.3 POSSIBLE IMPLICATIONS

The significance of the findings of this study will be discussed under three headings: (i) possible implications for policy; (ii) possible implications for practice; and (iii) possible implications for future research.

5.3.1 Possible implications for policy

Based on the findings of this research study, several implications for policy are evident. To ensure maximum benefit, it is important for the municipality to enforce strict adhere to recruitment and selection criteria and the delivery of relevant training to meet the objectives of the EPWP.

Recruitment: According to the findings, the selection of participants was mired with political interference and acts of protest which forced implementers to include people that were not necessarily from poor/indigent households. While policy regarding the profile of an EPWP beneficiary is in place, there appears to be a lack of will from the implementers to adhere to policy. Contractors and implementers must keep in mind that the intended goal of the EPWP is to target intended beneficiaries. In the CTMM the Indigent Policy is in place to guide the selection process. The most vulnerable, who need the income the most, must be the ones benefitting from the programme. As such, the EPWP lead department and the municipality must ensure that every

implementing agent includes a proper recruitment process in their business plans. In addition, the lead department must include penalties and force contractors and implementers to return money already paid to them (claw back) if guidelines are not followed.

Policies ought to be stringent and directed towards ensuring that recruitment follows the CTMM indigent policy guidelines where there is a requirement, and the Code of Good Practice. Sufficient resources must also be deployed in projects so that stakeholders are able to monitor and evaluate adherence to recruitment and selection processes. In so doing, the needy and relevant people will be targeted for recruitment and training.

Training: Training was delivered but it was not properly planned and it was inadequate, not accredited and no certificates were offered to beneficiaries. Evidence suggests that “Vat Alles”s’ project priority is on the achievement of FTE targets without emphasis on training delivery. Therefore the training plan as suggested by the 2012 Training Framework was not followed to ensure appropriate delivery. The current policies and guidelines regarding training were not followed by implementers and contractors. The EPWP should capacitate the programme with additional resources in order to guide, regulate and evaluate implementers and contractors to ensure that training is delivered timeously and effectively.

The above can also be achieved if every EPWP contract enforces training as a compulsory deliverable, as stated in EPWP policy. The project plan, which includes project timelines and training delivery milestones, must be signed off by the EPWP

coordinating office. In addition, every invoice should be paid based on the project milestones and deliverables. Therefore if the contractor does not adhere to signed project deliverables, financial rewards may be impacted; perhaps then behaviour would change positively at project sites. Mogagabe (2016) found that the environmental and culture sector failed to enforce implementing agents to stipulate training as a deliverable on their business plans. The findings reveal that the municipality has no mechanism to enforce training; as a result, implementers had neither enthusiasm nor incentive to deliver training.

5.3.2 Possible implications for practice

The findings which emerged from this study have a number of implications for theory and practice. The findings may be relevant for programme developers and implementers as they design or revise the structure of training for particular projects. From the findings, it appears as if basic project management processes (Duncan, 1996) were not followed to ensure that all stakeholders understand the nature of the project, the profile of a beneficiary, timelines and expectations.

Firstly, at project inception, the community in which the project is implemented should be consulted to ensure that there is buy-in from all stakeholders. During consultation with the community, the recruitment goals of the EPWP and the contents of the Indigent Policy should be shared openly. The information should be shared to educate people on the reasons why particular people will be recruited to avoid misconceptions and distrust. As evidenced, some of the participants in the study embarked on protest action to force their way into the programme because of

lack of consultation with the community. Such incidents could be avoided if extensive and transparent consultation with the community is conducted.

The recruitment of participants in "Vat Alles*"* should be linked to the Code of Good Practice for Public Works and the CTMM Indigent Policy targets. Targets such as the percentage of women, youth and people with disabilities should be adhered to, i.e. 55% should be women, 40% youth and 2% people with disabilities (EPWP, 2012). Participants confirmed that they were issued with contracts with little explanation on the EPWP and "Vat Alles" in particular; they were told to "just start work" without further clarification about their duties and responsibilities. When issuing contracts, project leaders should educate participants about each one's contract, i.e. point out their duties and responsibilities, duration of contract, benefits and the rules relating to stipend pay-out. By so doing, participants would understand their jobs and what is expected of them.

The findings reveal that training within "Vat Alles" was delivered but was inadequate. Prior training, which serves to induct beneficiaries in their jobs, was delivered late in the project which affected the way they initially performed their jobs. The two day "induction" course was the only officially organised training beneficiaries were exposed to since inception. The findings indicate that properly inducting beneficiaries is important to introduce them to their duties and responsibilities. The initial training also assists in identifying the dangers inherent in environmental and waste management jobs. Therefore, it is important that project implementers deliver induction training to prepare beneficiaries for their work.

A second important implication of this study derives from the finding on the lack of on-the-job training to which participants are entitled. The participants received only two days of training instead of the stipulated training in the 2012 Training Framework and/or the generic fourteen days training. Training should be a compulsory deliverable contained in all contracts. The EPWP project office should provide contractors and project implementers with standard training guidelines. The CTMM EPWP project office should also evaluate and monitor all training and enforce adherence. All training should be delivered by accredited training providers and completion certificates offered to participants on completion of training. The EPWP project office should ensure that participants who attended training are issued with certificates of completion as proof of attendance.

The research studies have shown that in the projects where learnerships were implemented, beneficiaries profited from the interventions. Some beneficiaries were able to use the skills learnt to find other employment based on the specific tasks and on-the-job training they received (Moeti, 2013; Mogagabe, 2016; Reddy, 2006). However, consistent with this study's' findings, most beneficiaries never received a training certificate after the training which poses a problem when they seek other employment opportunities without evidence of their studies or training (*ibid*).

5.3.3 Possible implications for future research

This study, being of an exploratory and interpretive nature, raises a number of opportunities for future research. This study was limited to the views of participants in "Vat Alles" project. A place for future researchers to begin would be to investigate recruitment and training practices within "Vat Alles" project. For example,

researchers could look at how recruitment processes can be improved and explore ways in which recruitment and selection can be conducted more effectively.

The study also established gaps in the ways in which various project leaders within a contract manage and lead their teams, particularly with regards to training. For instance, participants confirmed that project leaders did not have a uniform approach to training. Research could study how project leaders of various EPWP project are identified and capacitated to lead projects. This area of research would help policymakers to develop a profile of leaders who could be included to lead project teams. The research could also identify the type of training EPWP project leaders require so that training content may be developed to enhance their skills.

Finally, another area which researchers may explore is the area of skills audits and skills assessments within the community in EPWP project implementation. In this study, participants suggested that the EPWP should conduct skills audits so that beneficiaries should have training plans to meet individual training needs.

5.4 LIMITATIONS

There are a few limitations related to this study. Firstly, the study was conducted with two focus groups from Mamelodi East Extension 4 who work in the same area and have almost similar experiences of “Vat Alles”. This implies that the data was not sufficiently rich in divergent views and experience of the phenomenon.

Secondly, the groups were not big enough; a larger group could have increased the amount of data thereby increasing the possibility of better understanding the

phenomenon and thereby enabling others to compare and replicate the study with similar conditions or settings. Some participants were reserved and “not willing” to share much information. Some participants expected the interview to be about work opportunities, whilst others used the discussions to complain about the EPWP even though the purpose of the study had been explained to them in the Informed Consent Form. As a result, much irrelevant data was included and more time was spent trying to refocus the discussions.

Thirdly, there was limited information in the literature regarding “Vat Alles” as a project. Lastly, the groups were small and the researcher was working with a research assistant to help take notes during discussions. The presence of the two researchers could have had a negative impact on group dynamics.

5.5 SUMMARY

The EPWP is an intervention that has the potential to offer beneficiaries an opportunity to gain work experience and skills to enhance their ability to progress further in their careers. It was apparent in this study that there are several benefits that participants gain from participating in the programme. Participation in a useful community project brings dignity to beneficiaries; stipends assist in minimising the effects of poverty. However, the training is an area that requires strengthening. Although, policies and guidelines are in place to guide implementers regarding training, there are no mechanisms to enforce it. As a result, participants have missed out on the opportunity to acquire skills that could enhance their employability. Project implementers should be forced to include training in their business plans to ensure that beneficiaries are trained as per stipulations of the EPWP.

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ADDENDA

ADDENDUM 1

UNIVERSITEIT•STELLENBOSCH•UNIVERSITY
jou kennisvennoot • your knowledge partner

Approval Notice
New Application

14-Jun-2016
Seshoka, Makwena MA

Proposal #: SU-HSD-002460
Title: Participants' perceptions of the learning and training received during phase two of the waste management EPWP in Mamelodi

Dear Mrs Makwena Seshoka,

Your **New Application** received on **24-May-2016**, was reviewed
Please note the following information about your approved research proposal:

Proposal Approval Period: **10-Jun-2016 -09-Jun-2017**

Please take note of the general Investigator Responsibilities attached to this letter. You may commence with your research after complying fully with these guidelines.

Please remember to use your **proposal number** (**SU-HSD-002460**) on any documents or correspondence with the REC concerning your research proposal.

Please note that the REC has the prerogative and authority to ask further questions, seek additional information, require further modifications, or monitor the conduct of your research and the consent process.

Also note that a progress report should be submitted to the Committee before the approval period has expired if a continuation is required. The Committee will then consider the continuation of the project for a further year (if necessary).

This committee abides by the ethical norms and principles for research, established by the Declaration of Helsinki and the Guidelines for Ethical Research: Principles Structures and Processes 2004 (Department of Health). Annually a number of projects may be selected randomly for an external audit.

National Health Research Ethics Committee (NHREC) registration number REC-050411-032.

We wish you the best as you conduct your research.

If you have any questions or need further help, please contact the REC office at 218089183.

Included Documents:

ADDENDUM 2

FOCUS GROUP DISCUSSION

1. Let us all introduce ourselves by telling the group your name
2. How long are you in the programme?

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3. How did you hear about the programme?
4. What was the reason you applied for participation on the programme?

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5. Think back when you started on the EPWP, what training did you receive for preparing you for work?
6. How long was the training?
7. Who was conducting the training?
8. In what way did the training help you to do the job you are doing?

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9. In the period you have been on the programme, what other training did you receive?
10. In what way did the training help you in your work/and or life?

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11. What type of training do you believe will be beneficial to prepare one for this type of work?
12. What type of training do you think is necessary during this work on such a of programme?
13. What would you consider are benefits of the programme?
14. Is there anything else that we did not discuss that you believe needs to be included?

ADDENDUM 3

CITY OF TSHWANE
IGNITING EXCELLENCE

Regional Operational Centre
Regional Operations: Region 6

Office: Room C20| Mamelodi Mini Munitoria | Cnr JL Ledwaba & Makhubela Streets | Mamelodi | Satellite Office: 2nd Floor | Eersterust Civic Centre| Cnr PS Fourie & Hans Coverdale West Streets | Eersterust |PO Box 3242 | Pretoria | 0001

My ref:
Your ref:
Contact person:
Section/Unit:
Tel: 012 358 8787
Fax:
Email: Joelmar@tshwane.gov.za

Attention: Ms. Makwena Seshoka (16673123)

Dear Madam.

Confirmation letter to allow Ms Makwena Seshoka with student No. 16673123 to participate in a waste research.

This letter serves as a notification that Ms Makwena Seshoka with student number 16673123, at Stellenbosch University has been authorized to conduct a research on the participants of EPWP waste management in Mamelodi. In order for her to complete her studies in MPhil in Education and Training for lifelong learning.

Thanks.

Regards,

Joel Marumo
ACTING DEPUTY DIRECTOR

12 July 2016
Date

On request, this document can be provided in another official language

C40 CITIES
CLIMATE LEADERSHIP GROUP

Ofisi yokuLawulwa kokuNikelwa kweseNzelo ezisaTjalaliswako: UkuPhathwa kokuNikelwa kweseNzelo namaTjhugaluko. Kantoor vir Dienslewering skoördinering: Dienslewering en Transformasiebestuur. Kantoro ya Thulaganyo ya Kabo ya Ditirelo: Kabo ya Ditirelo le Taolo ya Diphetolo. Hofisi ya Vuhlanganisi bya Mphakelo wa Vukorhokeri: Mphakelo wa Vukorhokeri na ku Cinca ka Mafambiselo. Ihhovisi Lokulawula Ukuhanjiswa Kwemisebenzi: Ukuphathwa Kokuhanjiswa Kwemisebenzi Nezinguqu. Kantoro ya Kgokaganyo ya Thebelotirelo

ADDENDUM 4

STELLENBOSCH UNIVERSITY
CONSENT TO PARTICIPATE IN RESEARCH

Participants' perceptions of the learning and training received during phase two of the waste management EPWP in Mamelodi

You are asked to participate in a research study conducted by Makwena Audrey Seshoka, currently pursuing an MPhil in Education and Training for Lifelong Long Learning from the Centre for Higher and Adult Education at Stellenbosch University. The findings from the research will contribute to my thesis. You were selected as a possible participant in this study because of your participation in the EPWP in Mamelodi.

1. PURPOSE OF THE STUDY

The purpose of the study is to explore the type of training delivered and learning received on the programme in order to determine whether both are beneficial to the end beneficiaries as envisioned in policy documents.

PROCEDURES

If you volunteer to participate in this study, we would ask you to do the following things:

- Avail yourself for a focus group discussion with the researcher.
- You will be asked questions and have discussions relating to your experience of the training and learning you received during the programme.

2. POTENTIAL RISKS AND DISCOMFORTS

There are no known risks associated with this research.

3. POTENTIAL BENEFITS TO SUBJECTS AND/OR TO SOCIETY

There are no known benefits to you that would result from your participation in this research. The research may assist in the improvement of training and learning in EPWP's for the benefit of the poor unemployed, unskilled and semi-skilled individuals which are the target of operation "Vat Alles" and other related projects.

PAYMENT FOR PARTICIPATION

There will be no payment for participating in this study

4. CONFIDENTIALITY

Any information that is obtained in connection with this study and that can be identified with you will remain confidential and will be disclosed only with your permission or as required by law. Confidentiality will be maintained by means of keeping your identity anonymous, your name will not be used in the thesis. The information (research data) that you provide will be treated with confidentiality. Therefore, your actual name will not be used and information shared cannot be connected to you. Should you have any further questions, you are more than welcome to do so.

Our interview will be audio-taped to capture all our interaction to ensure the accuracy of information you provide. You have a right to listen, review or edit information. The information will be used for educational purpose only will be erased once the study is completed.

5. PARTICIPATION AND WITHDRAWAL

You can choose whether to be in this study or not. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions you don't want to answer and still remain in the study. The investigator may withdraw you from this research if circumstances arise which warrant doing so.

6. IDENTIFICATION OF INVESTIGATORS

If you have any questions or concerns about the research, please feel free to contact Prof. BL Frick on 021 808 2277/ blf@sun.ac.za

7. RIGHTS OF RESEARCH SUBJECTS

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research study. If you have questions regarding your rights as a research subject, contact Ms Maléne Fouché [mfouche@sun.ac.za; 021 808 4622] at the Division for Research Development.

SIGNATURE OF RESEARCH SUBJECT OR LEGAL REPRESENTATIVE

The information above was described to the participant] by Makwena Seshoka in English and translated to Sepedi. I was given the opportunity to ask questions and these questions were answered to my satisfaction.

I hereby consent voluntarily to participate in this study. I have been given a copy of this form.

Name of Subject/ Participant

Name of Legal Representative (if applicable)

Signature of Subject/Participant or Legal Representative

29/08/2016
Date

SIGNATURE OF INVESTIGATOR

I declare that I explained the information given in this document to [redacted] *of the subject/participant]* and/or [his/her] representative _____ [*name of the representative].[He*/she] was encouraged and given ample time to ask me any questions. This conversation was conducted in English and Sepedi.

Signature of Investigator

29/08/16
Date